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COMPULSORY EDUCATION COMMITTEE BOMBAY 1922

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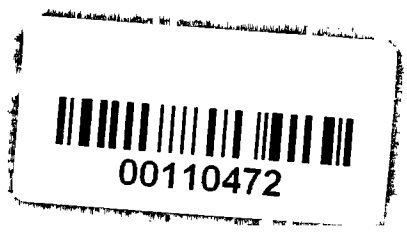

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REPORT

OF THE

110472

COMMITTEE APPOINTED BY THE GOVERNMENT OF BOMBAY TO CONSIDER AND REPORT ON THE QUESTION OF THE INTRODUCTION OF FREE AND COMPULSORY PRIMARY EDUCATION INTO THE BOMBAY PRESIDENCY.

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CONTENTS.

CHAPTER I.

INTRODUCTION.

		Page.
1.	Appointment of the Committee ...	1
2.	Preliminary work ...	1
3.	Oral evidence ...	2
4.	Evidence from cultivators and backward communities ...	3
5.	Preparation of the Report ...	3
6.	Cost of the Committee ...	3
	List of questions circulated by the Committee ...	4

CHAPTER II.

SURVEY OF THE PRESENT STATE OF PRIMARY EDUCATION.

1.	Area and population of the Presidency ...	5
2.	Attendance at primary schools ...	5
3.	Education among different classes ...	7
4.	Progress of primary education ...	8
5.	Present expenditure on primary education ...	9
6.	Grants-in-Aid to local bodies ...	10
	(*a*) District Local Boards.	
	(*b*) Municipalities.	
	(*c*) Aided Schools.	
7.	Comparison with other provinces ...	10

CHAPTER III.

PRACTICABILITY OF COMPULSORY PRIMARY EDUCATION.

1.	Desirability of compulsory education ...	11
2.	Practicability of introducing compulsory education ...	12
3.	Attitude of the people regarding compulsory education ...	12
4.	Introduction of compulsion for boys in the Presidency proper ...	13
5.	Introduction of compulsion for girls in the Presidency proper ...	13
6.	Compulsory education in Sind ...	13
7.	Feasibility of introducing compulsory education ...	15

CHAPTER IV.

SOME POINTS IN CONNECTION WITH FREE AND COMPULSORY PRIMARY EDUCATION.

1.	Age limit ...	15
2.	Application of compulsion ...	16
3.	Definition of primary education ...	16
4.	Recognition of schools ...	17
5.	Attendance ...	18
6.	General exemptions ...	18
7.	Mahomedans ...	19
8.	Depressed classes ...	19
9.	Abolition of fees ...	20
10.	Free books and slates ...	21

CHAPTER V.

Programme for the Introduction of Compulsory Education.

1. Time limits ... 21
2. Localities ... 21
3. Programme for boys ... 21
4. Sparsely populated areas ... 22
5. Details of the programme for boys ... 23
6. Programme for girls ... 24
7. Cost of each pupil in a primary school ... 25
8. Cost of the programme for boys ... 26
9. Cost of the programme for girls ... 27
10. Total additional cost of the programme ... 27
11. Need for a programme for each district ... 29
12. Supply of teachers ... 30
13. School buildings ... 30

CHAPTER VI.

Finance and Taxation.

1. Financial position of primary education ... 31
2. Additional sources of revenue ... 32
3. Contributions of local authorities ... 33
4. Payments of grants ... 34

CHAPTER VII.

Administrative and Legislative Measures.

1. Present position as regards management of primary schools ... 34
   (*a*) Municipal schools.
   (*b*) District Local Board schools
2. Government control of education ... 35
3. Control of primary education ... 36
4. Local Education Authorities ... 37
5. School Boards and District Education Boards ... 37
6. Educational officers of District Education Boards ... 38
7. Supervision and inspection ... 38
8. Status of primary teachers ... 39
9. Financial control of Government ... 40
10. Taluka Boards, Panchayats and School Committees ... 41
11. Machinery for enforcing compulsion ... 42
   (*a*) School Committees.
   (*b*) Attendance officers.
   (*c*) Infliction of penalties.
12. Legislation ... 42

CHAPTER VIII.

General Questions.

1. Curriculum ... 43
2. Continuation of education ... 43
3. Recruitment of teachers ... 44
4. Pay of teachers ... 44
5. Training of teachers ... 46
6. The shift system ... 47
7. Aided schools ... 48

Appendix A—List of witnesses who gave written or oral evidence.
Appendix B—Summary of replies of cultivators, &c., to questions.

CHAPTER I.

INTRODUCTION.

1. Appointment of the Committee.

In a Press Note No. 3319, dated 15th July, 1921, the Government of Bombay stated that the question of introducing free and compulsory education both in Municipal and rural areas had been under their consideration for some time. "While educated public opinion is strongly in favour of compulsion and there is a growing popular demand for primary education, it is necessary to determine how far the vast population of this Presidency, especially in rural areas will accept compulsion being applied to them. The provision of the necessary funds for compulsory education and the creation of the necessary machinery for enforcing compulsion also demand careful investigation."

Government, therefore, appointed a Committee consisting of the following members to consider the whole question of the introduction of free and compulsory education throughout the Presidency, excluding Bombay City:—

1. The Honourable Sir Narayan G. Chandavarkar, Kt., LL.D., President, Legislative Council. Chairman.
2. Mr. F. G. Pratt, I. C. S., M.L.C.
3. Rao Bahadur G. K. Chitale, M.L.C.
4. Mr. P. R. Chikodi, M.L.C.
5. Mr. D D. Gholap, M.L.C.
6. Mr. Cowasji Jehangir (Jr.), M.L.C.
7. Mr. B. G. Pahalajani, M.L.C.
8. Mr. C. M. Gandhi, M.L.C.
9. Mr. Ghulam Hussain Kassim, M.L.C.
10. Mr. D. A. Vichare, M.L.C.
11. The Director of Public Instruction (*ex-officio*).

The Director of Public Instruction to act as Secretary of the Committee.

The terms of reference were as follows:—

(1) To consider and report on the desirability and practicability of introducing free and compulsory education in Municipal and rural areas of the Presidency (including Sind, but excluding Bombay City).

(2) To suggest new sources of taxation to meet the cost of such a measure.

(3) To make detailed proposals for any legislative and administrative measures necessary for the purpose, including the machinery required to carry out any such measures.

(4) To submit a definite programme showing the various steps which should be successively taken so that a complete system of free and compulsory education may be introduced within a definite period.

(5) To consider and report on any other matters germane to this question.

Mr. P. J. Mead, C.S.I., C.I.E., I.C.S., took Mr. Pratt's place on the Committee on the latter's transfer to Ahmedabad and Mr. Cowasji Jehangir (Jr.) ceased to be a member on his appointment to act as a Member of the Bombay Executive Council.

Mr. M. Hesketh, I E.S., was appointed Secretary of the Committee in place of the Director of Public Instruction from 14th November, 1921.

2. Preliminary Work.

The Committee met four times in July, August and September, 1921, and a list of questions was drawn up which was distributed widely, while all those

interested in compulsory education to whom copies of the questions had not been sent were invited by advertisements in 13 newspapers to give evidence. A copy of the list of questions is appended to this chapter.

A good deal of statistical information was also prepared.

381 replies in all were received to the list of questions of which 100 were in the vernacular and the remainder in English.

The areas from which replies were received were as follows :—

Central Division	...	154
Konkan (Thana, Ratnagiri and Kolaba)	...	29
Northern Division	...	51
Karnatak (including Kanara)	...	76
Sind	...	44
Bombay City	...	17
Native States	...	10
		381

Of those sending replies 59 were officers of the Educational Department and 33 were primary teachers, 52 were officers of other Departments, and the remaining 237 were non-officials.

A Sub-Committee went through the written evidence and selected witnesses to be invited to give oral evidence.

In selecting these witnesses every effort was made to obtain representatives of as many classes and communities and areas as possible.

A list of those who gave oral evidence is printed in Appendix A.

3. Oral Evidence.

The Committee met to take oral evidence as follows :—

Bombay, 23rd to 25th November, 1921.
Ahmedabad, 8th to 10th December, 1921.
Karachi, 13th to 16th December, 1921.
Belgaum, 5th to 7th January, 1922.
Poona, 16th to 21st January, 1922.

The Committee sat for 5 or 6 hours each day.

The following table shows the number of witnesses invited to give oral evidence and the number who actually appeared before the Committee at each place. In addition a number of cultivators and other members of the less advanced classes gave oral evidence :—

Place.	No. of witnesses invited to give evidence.	No. of witnesses who gave oral evidence.	No. of cultivators, &c., who gave evidence.	Total number of witnesses examined.
Bombay ...	34	8	...	8
Ahmedabad ...	21	14	8	22
Karachi ...	29	16	1	17
Belgaum ...	25	21	3	24
Poona ...	45	31	6	37
Total ...	154	90	18	108

4. Evidence from Cultivators and Backward Communities.

In addition to taking evidence from a number of representatives of the backward communities, a series of three questions was sent to all Collectors, with a request that selected members of these communities should be asked to give their answers orally to the questions before two persons, one official and one non-official.

The following are the three questions :—

(1) Are you in favour of the introduction of a system of compulsory primary education, *i.e.*, will you send your children, girls as well as boys, between the ages of 6 and 11, to a school if there is one in your village or within a mile or two of your village?

(2) Do you think that the people of the class to which you belong would support a compulsory system of primary education, and send their children to school if there were one near?

(3) If a compulsory system of primary education is introduced, do you understand that if any child absents himself from school without reason his parent or guardian will be liable to be fined? And do you accept this system and do you think that the people of your class will approve of it?

A large number of replies have been received, which are summarised in Appendix B.

5. Preparation of the Report.

The Committee met in Bombay on 15th, 16th, 17th and 18th February, 1922, to consider the recommendations to be made in the Report.

The whole ground was covered and the opinions of the Committee on the various questions under consideration were embodied in a series of resolutions.

A draft Report was prepared by the Secretary, which was discussed by the Committee at a meeting held in Bombay on 14th March.

A second draft Report embodying the changes suggested at this meeting was circulated to the Committee, and this draft was afterwards modified in the light of suggestions and criticisms received from the members.

6. Cost of the Committee.

The total cost of the Committee was as follows :—

Establishment	... 13,152
Travelling allowances of Committee	... 10,143
Travelling allowances of witnesses	... 996
Reporting and printing	... 2,199
Other expenditure	... 1,625
	28,115

The estimated cost was Rs. 40,003.

The actual cost to Government was very much less than Rs. 28,115, as the whole of the pay of the establishment has been debited to the Committee. The net cost of the establishment was about Rs. 3,000, made up of the salaries of substitutes on the lowest grades of pay and acting allowances.

LIST OF QUESTIONS CIRCULATED BY THE COMMITTEE.

1. Will you state your profession and what opportunities you have had of forming an opinion on the question of the introduction of Compulsory Education.

2. Is your knowledge of the question general, or do you possess special knowledge with reference to any particular district, taluka, or town in this Presidency, or with reference to any particular community or interests?

3. Are you in favour of the introduction of universal compulsory education throughout the Presidency of Bombay? If so, should it be applicable to girls as well as boys?

4. Should it be introduced simultaneously in all localities, or gradually by stages, and, if the latter, by what stages?

5. Do you anticipate that the introduction of compulsory education would meet with opposition from any sections of the public, and, if so, from what sections, and for what reasons?

6. How far is the present system of primary education an effective means of dealing with illiteracy?

7. Should compulsory education necessarily be free for all?

8. Should books, slates, and other necessary materials be supplied free? If so, should they be supplied free to all pupils, or subject to what conditions?

9. Would you favour a system whereby schools were held (for the Infants and Standards I–III) in shifts of three hours (net) each, the children being free to attend either at the morning or the afternoon session?

10. Are you of opinion that any changes are required in the present Primary Curriculum up to and including Standard IV, and, if so, what changes would you recommend?

11. Are you of opinion that any change is required in the present system whereby District Local Board Primary Schools are managed and inspected by the Educational Department, and, if so, what changes would you recommend? What in your opinion, should be the duties of the proposed new Panchayats, and of the Taluka and District Local Boards in respect of primary education?

12. In the event of Government withdrawing from the management of District Local Board schools, by what agency should, in your opinion, the management be conducted?

13. What arrangements should be made to secure an adequate supply of certified teachers competent to give instruction up to Standard IV? To what extent is the employment of trained teachers necessary?

14. Do you consider that the present scale of pay of Primary School teachers is adequate? If not, what minima and maxima would you suggest?

15. Are you of opinion that the pay of Primary School teachers should be entirely according to a fixed scale, or should it depend, at least partially, on results?

16. What arrangements should be made under compulsory education to aid schools under private management?

17. What should be the minimum number of children of school-going age in a particular area to justify the introduction of compulsory eudcation in that area?

18. Should any special arrangements be made for opening schools in sparsely populated areas?

19. Are you in favour of children of the depressed classes being admitted to ordinary schools?

20. Have you any suggestions to offer as to the character of the buildings required for schools in (*a*) rural, (*b*) urban areas? How would you propose to provide the additional accommodation that would be immediately required for the increased numbers that would attend school as the result of the introduction of compulsory education?

21. Having regard to the fact that part of the expenditure on primary education is met from the Local Fund Cess, do you think that the cess should be increased to meet the needs of compulsory education in rural areas, and, if so, to what extent?

22. Over and above the local cess, what taxation would you impose on other sources of income for the purpose of compulsory education, and on what sliding scale?

23. Should Government contribute a fixed proportion of the total expenditure on compulsory education and, if so, what proportion?

24. To meet the needs in Municipal areas what special method of taxation would you suggest?

CHAPTER II.

SURVEY OF THE PRESENT STATE OF PRIMARY EDUCATION.

1. Area and Population of the Presidency.

The area of the British Districts of the Bombay Presidency is 123,517 square miles or more than twice that of England and Wales. The population according to the Census of 1921 is 19,291,719 of whom 10,138,575 are men and 9,153,144 are women, or little more than half the population of England and Wales. There are 202 'towns' with over 5,000 inhabitants, and 26,528 villages. About 20 per cent. of the people live in towns, and the remaining 80 per cent. in villages of less than 5,000 inhabitants. The revenue village, which is adopted as the Census unit, often consists of a number of hamlets, especially in the wilder regions, and in many cases the area comprised by the 'village' is very large. On an average there are 125 occupied houses in each village, and between 600 and 700 persons.

The conditions vary a good deal. In Sind, the average area of a village is 9 square miles, as compared with a little over 3½ square miles in the Presidency proper. The density of the population in Sind is only 70 to the square mile, and it falls much lower in Kohistan and the desert and in the delta of the Indus. In the Presidency proper the average density of the population is 193 to the square mile, and in some parts of Gujarat it reaches 600 or 700.

The diversities of climate and of physical features to be found in the Bombay Presidency are well known and need not be enumerated here. The lack of homogeneity among the people is evident from the fact that four vernaculars are spoken, in addition to Urdu, corresponding to the main natural divisions of the Presidency, the Deccan and Konkan, Gujarat, the Karnatak, and Sind.

2. Attendance at Primary Schools.

On 31st March 1921, there were close on 600,000 boys and 157,000 girls attending primary schools in the Bombay Presidency, excluding Bombay City. There are in all about 12,500 schools. In addition about 45,000 childern are said to attend private schools, *i.e.*, those not recognised by Government. These have been omitted however, in the statistics given in this Report.

The period of compulsion was fixed by the Patel Act, [Bombay Primary Education (District Municipalities) Act, 1918], at 5 years, *i.e.*, from the age of 6 to the age of 11. From the Census of 1921, it is found that 14·8 per cent. of the population are between the ages of 5 and 10, the figures for the ages 6 to 11 being slightly lower. The percentage appears to be a good deal less in large towns, *e.g.*, a Census taken in Karachi showed only 6 per cent. of the population as of school-going age, while one at Surat showed 10 per cent., but such variations cannot be taken into account in dealing with the Presidency as a whole.

A number of children will have to be exempted on account of physical infirmities, lack of a school within a reasonable distance or similar causes, and it has therefore been assumed that 12½ per cent. of the population are of school-going age, *i.e.*, within the limits of age fixed for compulsion. In Sind owing to the scattered nature of the villages more children will have to be exempted because they live too far from the village school, and in that Province it would probably be safer to take a lower percentage than 12½ as of school-going age.

Of the children now attending primary schools, it appears from a table of ages that about 60 per cent. only are of school-going age, the remainder being below or above the limits. On the other hand a few children of school-going age are attending secondary schools, and it has therefore been assumed that two-thirds or 67 per cent. of the children in primary schools are of school-going age.

The calculations which follow are based on these two assumptions.

There are in all 26,730 towns and villages in the Presidency, including Sind, of which 10,167 are returned as having one or more schools, leaving 16,563 without schools. Of these 'school-less' villages, 248 have a population over 1,000 and 2,521 a population between 500 and 1,000.

As pointed out previously a village may consist of several scattered hamlets and this accounts for there being as many as 248 villages of over 1,000 inhabitants without schools.

There are 16,788 villages in all with a population below 500, and of these about 3,000 have schools. It is extremely improbable that all the smaller villages will be able to produce sufficient children to justify a school, and for this reason it has been assumed that half of the total population of such villages cannot be provided with schools at present.

The following table shows the total number of children of school-going age, the number of such children already at school, and the number to be provided for in City Municipalities, Town Municipalities and rural areas:—

[**All figures are in thousands.**]

BOMBAY PRESIDENCY, EXCLUDING BOMBAY CITY AND SIND.

	Total No. of children of school-going age.		No. of children of school-going age at school.		No of children of school-going age *not* at school.	
	Boys.	Girls.	Boys.	Girls.	Boys.	Girls.
City Municipalities ...	89	78	46	19	43	59
Town Municipalities ...	61	57	36	10	25	47
Villages with schools ...	5,07	4,94	2,59	57	2,48	4,37
	6,57	6,29	3,41	86	3,16	5,43
Villages without schools in which schools can be started.	1,85	1,85	...	...	1,85	1,85
	8,42	8,14	3,41	86	5,01	7,28
Villages in which schools are not likely to flourish.	1,00	1,00	...	...	1,00	1,00
Total for Presidency ...	9,42	9,14	3,41	86	6,01	8,28
SIND.						
City Municipalities ...	29	20	13	6	16	14
Town Municipalities ...	9	7	3	1	6	6
Villages with schools ...	1,56	1,16	46	9	1,10	1,07
	1,94	1,43	62	16	1,32	1,27
Villages without schools in which schools can be started.	14	14	...	...	14	14
	2,08	1,57	62	16	1,46	1,41
Villages in which schools are not likely to flourish.	23	23	...	...	23	23
Total for Sind ...	2,31	1,80	62	16	1,69	1,64
Grand Total for Presidency and Sind.	11,73	10,94	4,03	1,02	7,70	9,92

It will be seen that out of 942,000 boys of school-going age in the Presidency 341,000 or 36 per cent. attend school. For girls the percentage is a little over 9. In Sind only 27 per cent. of boys and 9 per cent. of girls are at present at school.

It may also be pointed out that in the Presidency over two-thirds of the population live in towns and villages in which there is a school, and over 50 per cent. of the boys of school-going age living in these towns and villages do attend school. The percentage is about the same for rural areas and City Municipalities and rather larger for Town Municipalities. In Sind the distribution of schools is even more widespread, and over 80 per cent. of the people have a school in their town or village. Many of these schools, however, are Mulla schools. About 30 per cent. of the boys in these villages attend school. It must also be remembered that in Sind where the average area of a village is 9 square miles a considerable proportion of the villagers do not live near enough to the school for their children to attend it. A bigger allowance ought to be made for exemptions if compulsion is introduced.

If compulsory primary education is to be universal, 7·7 lakhs of boys and 9·9 lakhs of girls will have to be provided for.

Of these 4·5 lakhs of boys and 4·3 lakhs of girls live in towns and villages already provided with a school, and 1·2 lakhs of boys and about the same number of girls belong to very small villages, in which there are not likely to be sufficient children to justify a school being opened, at any rate until the bigger villages have been provided for.

3. Education among Different Classes.

The population of the Presidency, excluding Sind, is about 160 lakhs which is made up as follows:—

		Per cent.
Brahmans	...	4
Non-Brahman Hindus	...	84
Musalmans	...	8
Others	...	4
		100

Among the non-Brahman Hindus, who form so large a proportion of the population, 30 per cent. or close on 40 lakhs belong to the depressed classes and jungle and criminal tribes, who have made little or no progress in education. The following table shows the percentage of the children of school-going age, *i.e.*, within the 'compulsory' limits, of each class, who are actually attending school:—

		Per cent.	
		Boys.	Girls.
Brahmans	...	78	48
Non-Brahman Hindus	...	31	6
Musalmans	...	55	20

The figures for non-Brahman Hindus are increased by the inclusion of a number of advanced communities, *e.g.*, Prabhus and Vanis. The backwardness of the non-Brahmans is borne out by the Census tables of literacy, which show very low figures for this class. At the 1911 Census, 635 male Konkanasth Brahmans per mille were shown as literate as against 46 Marathas, 10 Mahars and 2 Bhils. The disparity between the Brahmans and other castes is accentuated if children attending secondary schools are also taken into account, but this is outside the scope of the present enquiry.

Sind is essentially a Musalman province, its population of 33 lakhs being made up of 75 per cent. of Musalmans (a figure which reaches 80 per cent. in rural areas), 24 per cent. of Hindus and 1 per cent. of 'others'.

The percentage of children of school-going age who are actually attending school is as follows:—

	Per cent.	
	Boys.	Girls.
Musalmans ...	18	6
Hindus ...	48	15

While the literacy of male Mussalmans is only 29 per mille, that of Hindus is 227 or 8 times as great.

These figures demonstrate clearly that the main problem is to develop primary education among the non-Brahman Hindus in the Presidency proper and among the Musalmans in Sind.

4. Progress of Primary Education.

During the last 10 years there has been a definite increase in the number of boys and of girls attending primary schools. The former has increased by 38 per cent. and the latter by 90 per cent. There is little doubt that the progress would have been much more rapid had it not been for the influence of the war and the need for economy.

That there is a growing demand for primary education is shown by the fact that whereas the number of schools increased by less than 3 per cent. during 1920-21, the pupils showed an increase of over 6 per cent.

The growth of literacy is also an index of the rapidity with which education is spreading. The following table is taken from the Census returns of 1911 and 1921, comparison with earlier years not being possible owing to a change in the definition of literacy in 1911. The present definition of "literacy" is ability to read and write a letter:—

[All figures are per mille.]

		1911.	1921.	Increase.
Literate. All ages	Males ...	121	140	16 per cent.
	Females ...	14·5	25	70 per cent.
Between ages 0-10	Males ...	13·5	21·8	61 per cent.
	Females ...	4·3	8·3	94 per cent.
Between ages 10-15	Males ...	117	139	19 per cent.
	Females ...	24	41	72 per cent.

These figures show that considerable progress has been made.

There has also been a remarkable increase in the number of vernacular books published in the Presidency during the last decade in comparison with the previous decade, amounting in the case of some vernaculars to over 150 per cent.

It is necessary to point out, however, that if compulsory education is to be universal within 10 years, it will be necessary to increase the present rate of progress at least five times for boys and thirteen times for girls.

The increase in expenditure has been very rapid in the decade, especially during the last two or three years. In 1910-11, the direct expenditure on primary education was Rs. 45,22,957 towards which Government contributed Rs. 20,17,180 or 44 per cent. By 1920-21, the total expenditure had risen to Rs. 1,27,91,451, the Government share being Rs. 77,78,913 or 61 per cent.

Although very few Municipalities have taken advantage of the Patel Act, enabling them to introduce compulsory education, which was passed in 1918, it is hardly fair to use this as an argument against compulsion.

The various increases of pay awarded to primary teachers have practically doubled the expenditure of the Municipalities on primary education, without any corresponding increase in the number of schools and pupils, and a number of schemes which had been prepared have had to be abandoned or postponed on this account. Moreover, political agitation has done much to defeat the success of the experiment in several towns where compulsion has been attempted.

5. Present Expenditure on Primary Education

The provision of the necessary funds is perhaps the most difficult problem in connection with compulsory education.

An estimate of the amount of money which will be required has been worked out in Chapter V.

The following table shows the expenditure from different sources on all kinds of primary schools in the Bombay Presidency, excluding Bombay City, in 1920-21.

The averages are obtained by dividing the total expenditure by the number of pupils on 31st March, 1921, and are thus slightly lower than if the average number on the rolls during the year were used as a divisor.

Class of School.	No. of Schools.	No. of pupils.	Provl. revenues.	Local Funds.	Municipal grants.	Fee receipts.	Other sources.	Total.	Total cost per pupil.	Cost to Government per pupil.
			Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.
Boys' Schools—										
Government ...	33	4,242	60,623	600	...	2,474	...	69,697	15·0	14·1
Local Board ...	8,034	4,53,052	55,55,546	6,20,231	...	1,66,788	59,571	64,02,136	14·1	12·2
Municipal ...	695	1,06,569	9,11,691	50,191	7,90,385	79,998	17,553	18,49,823	17·4	8·6
Aided ...	2,323	93,301	2,97,407	1,195	28,259	78,474	5,53,072	9,58,407	10·3	3·2
Unaided ...	105	4,290	...	...	...	2,996	45,350	48,346	11·3	...
Total ...	11,190	6,61,454	68,25,267	6,72,217	8,18,644	3,30,730	6,75,551	98,22,409	14·1	10·3
Girls' Schools—										
Government ...	11	1,311	41,385	...	...	...	...	41,385	31·6	31·6
Local Board ...	597	33,668	3,16,714	1,77,927	...	...	1,224	4,95,865	14·7	9·4
Municipal ...	308	34,982	2,23,909	4,699	2,66,668	385	7,531	5,03,192	16·5	8·4
Aided ...	453	23,801	1,18,249	150	16,415	6,366	2,10,666	3,51,846	14·8	5·0
Unaided ...	13	1,354	...	...	...	38	15,932	15,970	11·8	...
Total ...	1,382	95,116	7,00,257	1,82,776	2,83,083	6,789	2,35,353	14,08,258	14·8	7·5
Grand Total ...	12,572	7,56,570	75,25,524	8,54,993	11,01,727	3,37,519	9,10,904	1,07,30,667	14·2	10·0

It will be seen that nearly 80 per cent. of the pupils attend schools maintained by Government, District Local Boards and Municipalities, and that 70 per cent. of the expenditure is met from Provincial revenues, 8 per cent. being found by District Local Boards, and 10 per cent. by Municipalities. The amount realised from subscriptions, endowments and other sources is 9 lakhs, but a good deal of this is nominal, and part of it is provided for schools in which

there is compulsory religious instruction. It is not likely that there will be any increase under this head, while fees will presumably be abolished. Consequently practically all additional expenditure on primary education will have to be met from the resources of Government and of the District Local Boards, and Municipalities.

6. Grants-in-aid to Local Bodies.

(*a*) District Local Boards.

The system by which local bodies and school managers are aided may be briefly explained.

The District Local Boards have no financial resources of their own for education except a one-third share of the local fund cess, which gives them about 10 lakhs annually, and fee receipts amounting to 1⅔ lakhs. All expenditure over and above this sum of 11 or 12 lakhs has to be met from Government grants. Formerly District Local Boards received a grant equal to one-third of their expenditure on primary education, but the grants were fixed for a term of years and had not been reassessed for some time, when in 1903 Government decided to raise the amount of grant from one-third to one-half of the expenditure. Since that time, it has been the practice to award additional grants to meet all new expenditure. For instance, Government decide that a certain number of new Local Board Schools should be opened, or that the salaries of a certain class of teachers should be raised, and pay to the District Local Board a grant equal to the estimated cost. Consequently District Local Boards have been receiving a dozen or more special grants, each earmarked for a special purpose. The total grant now amounts to the expenditure minus local fund cess and fee receipts.

(*b*) Municipalities.

Grants to Municipalities are awarded on a different system. They now receive a grant equal to one-half of the expenditure on primary education in the previous year. This has operated somewhat harshly of recent years. Owing to the increases which have been sanctioned in the pay and allowances of teachers the expenditure of the Municipalities on primary education has been nearly doubled. With expenditure steadily increasing, it follows that the grant in a particular year is considerably less than half the expenditure in that year, being based on the expenditure in the previous year. This disability has, however, been to some extent mitigated, and in the case of the recent increases in the minimum pay of teachers, grants have been given on the additional expenditure during the first year in that year.

(*c*) Aided Schools.

Registered primary schools are aided according to the ordinary rules of the Grant-in-Aid Code, and receive a grant equal to one-third of the expenditure of the previous year, except girls' schools in Sind, which receive a grant equal to half the expenditure. There are also indigenous schools, teaching less advanced courses, which receive a grant based on attendance and examination results. To this class belong the Mulla schools in Sind, which are aided very liberally.

It is generally felt that the grants to aided primary schools should be raised to at least one-half of the expenditure, on account of the low fee-receipts and the increased pay of primary teachers, and this enhancement will become more urgent if fees are abolished in publicly managed schools.

An alternative is to assess the grants on a capitation basis.

7. Comparison with Other Provinces.

In 1919-20, the percentage of pupils in primary schools to the population in Bombay Presidency was 5·9 for boys and 1·7 for girls, while for the whole of British India the corresponding figures were 3·9 and 1·0. In other words

Bombay is about 50 per cent. in advance of India as a whole, but appears to be on much the same level as Bengal and Madras, as regards numbers.

It is interesting to note, however, that whereas over 80 per cent. of the primary schools in Bombay Presidency are managed by Government, District Local Boards, and Municipalities, less than 7 per cent. of the schools in Bengal are under similar management, and only 27 per cent. in Madras. While Bombay depends to a comparatively small extent on private enterprise, Bengal relies on it almost entirely. It is presumably for this reason that a pupil in a Bengal primary school cost less than Rs. 3-8-0 in 1918-1919. The corresponding figure for Bombay was Rs. 13, which has since increased to over Rs. 16 (if Bombay City is included).

The distribution of the cost of educating each pupil in a primary school (including aided and unaided schools, and schools in Bombay City) in Bombay in 1920-1921 is compared with the cost in Bengal in 1918-1919 in the following table:—

	Bombay. 1920-21 Rs. a. p.	Bengal. 1918-19. Rs. a. p.
Provincial Revenues ...	10 1 8	1 3 2
District Local Boards ...	1 1 9	0 8 8
Municipalities ...	3 2 2	0 1 2
Fees ...	0 10 6	1 4 10
Other sources ...	1 8 3	0 5 8
Total ...	16 8 4	3 7 6

In Bengal each pupil paid 38 per cent. of the cost of his education in the shape of fees, while in Bombay the fees amounted to less than 4 per cent.

The total cost of about 8 lakhs of pupils in primary schools in Bombay in 1920-1921 was over 1¼ crores of rupees. In 1919-1920, the Bombay Government contributed 67 lakhs towards primary education, while the other provincial Governments together contributed 114 lakhs only, although their combined population is more than 11 times that of Bombay.

This is the price which the Presidency pays for a well-organised, widely distributed and comparatively efficient system of primary education. To what extent economies can be introduced and private enterprise encouraged in Bombay will be considered later.

CHAPTER III.

PRACTICABILITY OF COMPULSORY PRIMARY EDUCATION.

[N.B.—The Specific Recommendations of the Committee are printed in Italics.]

The first of the terms of reference to be considered is the desirability and practicability of introducing free and compulsory education in the Municipal and rural areas of the Presidency (including Sind, but excluding Bombay City).

(1) Desirability of Compulsory Education.

On the question of desirability there is no difference of opinion.

We recommend that universal compulsory education for both boys and girls should be the goal to be aimed at.

2. Practicability of introducing Compulsory Education.

The question of practicability resolves itself into two parts. The first point to be considered is whether the people are ready for such a measure or whether compulsion may not be met with opposition sufficiently strong to make its introduction inexpedient at present.

The second point is how far the resources of the Presidency in money, teachers, and buildings will suffice to enable the introduction of compulsory education to be effective. This question will be considered later. For the present we shall discuss only the expedience of introducing compulsory primary education.

3. Attitude of the People regarding Compulsory Education.

With some exceptions the educated witnesses who gave written or oral evidence favoured the introduction of compulsory education, and stated that the opposition which might be met with need not be considered too seriously, as it would rapidly die away. The people themselves are said to realise the need for education, but feel that sufficient progress cannot be made on a voluntary basis. One or two witnesses very definitely opposed compulsion and put forward the view that education is not necessary except for the higher castes. There were, however, a certain number of witnesses, whose knowledge and experience lead us to attach great importance to their evidence, who strongly advocated a cautious policy, on the grounds that the people are not yet ready for such an advanced measure as compulsory education, and that its introduction would be bitterly resented and in the present political conditions might lead to serious trouble.

We attach considerable importance to the evidence of the large number of cultivators, artisans, and members of backward communities, who either appeared before the Committee or gave oral replies to our three questions, which were recorded before two persons, one official and one non-official. Among these witnesses from the Deccan, Konkan and Karnatak, a large majority favoured the introduction of compulsion and said that they and their friends were prepared for the infliction of penalties if they did not send their children to school. A number, however, suggested that girls should be exempted. On the other hand, a few cultivators from these areas who appeared before us vehemently protested against any measure of compulsory education, giving as a reason their poverty and the need of their children's earnings. Their difficulties can, to some extent, be met by fixing the school hours and vacations to suit the needs of agriculture. On the whole it appears that there is a genuine desire for education among the masses themselves in the Deccan, Konkan and Karnatak and that the movement in favour of compulsion is not confined to the leaders of the communities. We might go even further and say that among the Marathas and some other classes there seems to be a real demand for compulsory education, which they look upon as essential to their social and political progress.

In Gujarat and Sind, however, a very large majority of the cultivating and backward classes who were consulted opposed compulsion in no uncertain manner for boys as well as girls. From these two divisions also appeared most of the educated witnesses who advocated caution. Gujarat is educationally the most advanced area in the Presidency, and judging from the statistics of literacy at the 1921 census is very little behind Baroda, in which compulsory education was introduced over 15 years ago. We consider, however, that the conditions in Gujarat are far less favourable for the introduction of compulsion than in the Deccan. The population is far less homogeneous, and the wealth of Gujarat has produced a far larger proportion of dependants on well-to-do cultivators than is to be found in any Deccan village. Disturbed political conditions may have also temporarily affected the attitude of the people, but the root cause is undoubtedly ethnological and economic.

Sind differs greatly from the rest of the Presidency and will be considered separately.

It is evident that in parts of the Presidency a good deal of propaganda work has been done by social and political leaders to pave the way for the introduction of compulsory education, but much remains to be done to ensure the willing co-operation of the people generally.

We would urge the need of steps being taken throughout the Presidency to initiate or continue the work of educating public opinion and of bringing the masses to realise the value of education.

4. Introduction of Compulsion for Boys in the Presidency proper.

In the previous paragraph we have discussed the evidence received from all classes of people as to the attitude of the masses towards compulsory education, and we may now summarise our conclusions regarding the expedience of introducing compulsion in the various areas of the Presidency.

We are of opinion that in the Marathi and Kanarese speaking districts the introduction of compulsory education for boys will not meet with serious opposition, and that the people generally are ready for such a measure.

In view of the evidence of many witnesses and of the general conditions we consider that in Gujarat it will be necessary to proceed with caution.

We suggest that provision should be made for exempting particular communities or areas in special cases, such exemptions being sanctioned by Government on the recommendation of the local education authority (to be defined later).

5. Introduction of Compulsion for Girls in the Presidency proper.

It is necessary to give separate consideration to the question of introducing compulsory education for girls. The statistics in Chapter II show that the girls are educationally far behind the boys, especially in rural areas. The problem of finding suitable women teachers has not yet been solved, and 38 per cent. of girls now at school are studying in boys' schools. There is said to be little objection to this, however, up to the age of 10 or 11, except perhaps in the case of Mahomedans. The majority of the witnesses favoured the inclusion of girls as well as boys in any measure of compulsory education, but agreed that if provision cannot be made at once for both, boys should be given the preference. A few witnesses, however, admitted that in some areas the prejudice against the education of girls still lingers—it is said to make them less capable housewives. There are also special difficulties in connection with Mahomedan girls. To meet these difficulties it has been suggested that *Mohalla* schools should be provided, *i.e.*, schools situated in the centre of the Mahomedan quarter of a town or village.

It may be noted that several witnesses argued that compulsion should be introduced for girls first on the ground that they are much more backward, a view with which we cannot agree.

We recommend that compulsion should ultimately be applied to both boys and girls, but as the demand for compulsory education for girls is less keen and there are many practical difficulties in the way of introducing compulsion for both boys and girls simultaneously, we consider that generally compulsion should be applied to boys first, the education of girls being developed on a voluntary basis. We are of opinion, however, that it is practicable to apply compulsion to girls in city municipalities. We also recommend that compulsion should be applied in other areas in which a majority of the people are in favour of it.

In view of the comparatively slow progress which has been made in the education of girls, especially in rural areas, we would strongly emphasise the need of vigorous propaganda work in the villages to induce parents to send their daughters to school.

6. Compulsory Education in Sind.

As pointed out above, a very large majority of the witnesses of the cultivating and backward classes in Sind, whose evidence is before us, are opposed to compulsion.

Sind is educationally much behind the rest of the Presidency, except in the large towns and in a few rural areas. It is sparsely populated and many of the villages are made up of widely scattered houses, and a very large number of small schools would be necessary to provide for the whole population. Unfortunately we received very little evidence from the Zamindars and other non-official Mahomedans, but it would appear that the Mahomedans, who form nearly 80 per cent. of the rural population, are indifferent to secular education for boys and hostile to education for girls. They attach great importance, however, to their children learning to read the Koran, and for this reason a good deal of encouragement has been given to Mullas who are willing to give secular instruction in addition to teaching the Koran. Special inspecting officers have been appointed to supervise the Mulla schools, and during the last 5 years the number of schools in which secular instruction is given has increased rapidly. There are now over 1,300 such schools in rural areas, attended by 23,000 boys and 10,000 girls, as compared with less than 1,000 Local Board schools attended by 45,000 boys of whom about half are Mahomedans, and 2,400 girls. The efficiency of these schools is on the average below that of the Local Board schools, but they are said to be improving, and if the unsatisfactory ones are weeded out, the others might be recognised for the purposes of a Compulsory Education Act. The plan of providing qualified assistant masters paid by Government in Mulla schools appears to be meeting with success, and to be worth developing, provided it is not found to be too costly. It is by no means certain that the Mullas would be prepared to play their part in the arrangements necessary to enforce attendance. The difficulty also arises in small villages in which there is a flourishing Mulla school that the number of other children is not sufficient to justify a Local Board school, and there is no school for the Hindus to attend.

Another plan for attracting Mahomedan pupils which has met with success is the appointment of Mullas on a small salary to important Local Board schools to teach the Koran out of school hours.

It may be added that some of the few Sindhi cultivators who expressed themselves in favour of compulsion in their replies to our questions definitely made it a condition that their children should be allowed to attend Mulla schools.

As far as we can judge from the evidence before us, both Local Board and Mulla schools must play a part in the development of primary education for boys in Sind.

In the case of Mahomedan girls there are special difficulties. A considerable number attend Mulla schools with boys for a few years. They would on no account be allowed to attend a Local Board boys' school, or any school with a male teacher other than a Mulla. In Sind there are practically no women teachers outside the large towns. The Mohalla school which has been suggested for Mahomedan girls might be tried, if teachers can be found, but compulsory education for Mahomedan girls in rural areas in Sind appears to be out of the question at present.

We are of opinion that compulsory education for boys cannot be introduced in Sind within a definite period, except in Municipal areas and a few advanced talukas, where the conditions are similar to those in the Presidency proper.

Elsewhere we suggest that compulsion should be tried in selected villages or groups of villages, and that every effort should be made to induce the Zamindars and other men of influence to foster such experiments. It appears to be neccesary to recognise Mulla schools for the purposes of a Compulsory Education Act, at any rate for some time.

We do not consider that it would be wise to attempt to introduce compulsory education for girls in Sind, except perhaps in Municipal areas, but this does not preclude its introduction into any other area in which the majority of the people desire it.

7. Feasibility of Introducing Compulsory Education.

We have stated our conclusions regarding the expedience of introducing compulsory education, and the question of 'practicability' has now to be considered from the other point of view, *viz.*, how far the resources of the Presidency in money, teachers, and buildings will suffice for the carrying out of any scheme.

We are hardly in a position to give a definite answer to this question, at any rate as far as the provision of funds is concerned.

We have, however, given full consideration to it in working out a detailed programme for the introduction of compulsion, and we believe that this programme, which is described in Chapter V, is a feasible one, provided not unduly large additional funds can be provided.

CHAPTER IV.

SOME POINTS IN CONNECTION WITH FREE AND COMPULSORY PRIMARY EDUCATION.

Before proceeding to work out a detailed programme for the introduction of compulsory education, it appears to be desirable to consider several important questions in connection with compulsion.

1. Age Limit.

It is laid down in the Patel Act that primary education shall be compulsory for a child whose age is not less than six and not more than eleven years, *i.e.*, for the five years immediately succeeding the completion of his sixth year.

It is generally agreed that a shorter period than 5 years is not sufficient to ensure a child's acquiring permanent literacy, *i.e.*, the ability to read and write a letter.

If he leaves school after a shorter period of education, he is in danger of forgetting what he has learnt.

There was a difference of opinion among witnesses as to whether the initial age should be five or six, and there was a fair amount of evidence that fixing the higher limit at ten instead of eleven would be more popular with the working classes. On the whole we are disposed to favour the limits five to ten.

In England, the Education Act of 1918 lays down that a child need not begin to attend school till the term after he is five, but must remain in attendance till the end of the term in which he reaches the maximum limit (fourteen). Local education authorities are permitted to make regulations by which children will be received only at the beginning of a term. A similar procedure obtains in France.

It is obviously undesirable that children should be joining a school for the first time at all times of the year, as it is impossible for a master to teach satisfactorily a class of children all of whom are in different stages of progress. In the villages, at any rate, it will be more convenient to fix the beginning of the school year rather than the term. This will result in the compulsory limits being on the average $5\frac{1}{2}$ and $10\frac{1}{2}$ years. There is also a good deal to be said for allowing local education authorities to refuse admission to children below the compulsory age limit. They are usually not sufficiently advanced to profit by the instruction intended for older pupils, and there is no reason why schools should be used as nurseries by parents who want to be relieved of the trouble of looking after their young children during the day.

The term 'local education authority' used above is defined in Chapter VI para. 4. For the present it may be taken to mean the District Local Board or Municipality

We recommend that attendance at a primary school should be compulsory for a child from the beginning of the school year immediately following the day on which he completes five years of age, and that he should remain at school for 5 years, i.e., *until the end of the school year during which he completes 10 years of age.*

Local authorities should be empowered to refuse admission to children below the compulsory age limit or at times other than the beginning of the school year.

2. Application of Compulsion.

It was suggested by one or two witnesses that when compulsion is introduced into an area it should be applied in the first year to children of 5 or 6 only, in the second year to those between 5 and 7 and so on. The reason given for this proposal is that it is not much use applying compulsion to a child of 8 or 9, who cannot be compelled to remain at school for more than a year or two. It would also permit of the introduction of compulsory education being spread over 4 or 5 years, which would simplify the task of the local authorities, and might also prove more acceptable to the labouring classes. It would, however, be difficult to apply compulsion to children of 7 or 8 already in school in the first year, if those outside were exempted.

Another suggestion which was made is that compulsion should be applied to the Infant class only in the first year, to this class and Standard I in the second year and so on.

We are not disposed to accept either of these proposals. It is hoped that most of the older boys to whom compulsion is applied at the beginning will voluntarily remain at school after the compulsory age limit is passed to complete their primary education.

We recommend that when compulsory education is introduced into any area, it should be made immediately applicable to all children between the compulsory limits of ages, except those belonging to classes specially exempted.

3. Definition of Primary Education.

It appears to be desirable at this stage to define the meaning of primary education for the purposes of compulsory education.

In the Rules made under the Patel Act, primary education is defined as 'education given wholly through the vernacular in any of the standards prescribed by Government for primary schools.' The primary departments of English-teaching schools and Native Christian schools in Salsette and Bassein which teach a specially approved purely 'English' primary curriculum are also recognised as primary schools.

There is a good deal of confusion in the use of the terms 'primary' and 'secondary' in India, and the former is applied generally in this Presidency to purely vernacular schools, and the latter to schools in which English is taught. Although in Bombay the course in Standards V to VII of a primary school and Standards I to III of an Anglo-Vernacular schools are practically the same except for the introduction of English, the former is classed as primary and the latter as secondary.

We consider that primary education for the purposes of a Compulsory Education Act should include instruction in the Infant class and first four Standards only, or such other classes or standards as may be substituted for the first 5 years of the primary course. Section 8 (*b*) of the Patel Act exempts a boy from further attendance at school if he has already 'completed his primary education' and we have taken this to mean that he should have completed Standard IV and not Standard VII, in spite of the definition of primary education in the Rules.

It appears to us to be somewhat illogical to speak of compulsory primary education, when compulsion is to be applied only to one stage of the primary

course. On the other hand, the use of the expression 'primary education' to connote instruction in all the standards of the primary school is so well established that it does not seem to be feasible to limit its meaning now.

The Infant Class and first four Standards are sometimes described as the lower primary stage, Standards V to VII comprising the upper primary stage. Unfortunately the expression 'compulsory lower primary education' is not one which can be recommended.

We suggest that the question of adopting the English expression 'Elementary Education' be considered. We shall, however, in this Report continue to use the expression 'Primary Education', which we define as education through the vernacular in the Infant Class and first four Standards of primary schools.

In the case of children attending European or English-teaching schools or Native Christian schools in Salsette or Bassein, the first five Standards of these schools may be recognised as primary Standards.

4. Recognition of Schools.

In the Patel Act, a recognised primary school is defined as one in which instruction in primary education is given and which is for the time being recognised by the prescribed educational authority, *i.e.*, by the Director of Public Instruction and Educational Inspector. By the rules made under the Act, this definition is extended to include indigenous and other schools registered or recognised by the Educational Department.

There is some confusion about the use of the word 'recognised.' The Educational Department *recognises* schools, provided they submit to inspection and agree to supply such information and statistics as the Department requires. This gives them the privilege of sending up candidates for public examinations, &c., but recognition of schools for the purpose of a Compulsory Education Act is an entirely different matter.

Further a school may be recognised as one to which parents *must* send their children under a Compulsory Education Act, if there is no other school in the locality, and it may also be recognised as one to which parents *may* send their children, if there is more than one school in the locality. For example, if the only school in a village is a Local Board school, parents would naturally be compelled to send their children to it, but if there is no Local Board school, but only an aided or indigenous school it is doubtful whether ordinarily it is justifiable to compel children to attend it. An exception might perhaps be made in the case of well-conducted non-sectarian aided schools generally, and of Mulla schools for Mahomedans in Sind.

On the other hand, if there is a Local Board school and also an aided school, or indigenous school recognised by the Educational Department, attendance at the latter should be accepted.

We suggest that a school to which a parent is compelled to send his children, there being no other school in the locality, should be called a registered *school. Generally registered schools would be under public management,* i.e., *schools, maintained by Government, a District Local Board or a Municipality, but in special cases other schools might be registered by the local educational authority, provided that no school should be so registered in which attendance at religious instruction is compulsory, and that if a Mulla school in Sind is registered, the Hindus in the locality should be exempted from attendance.*

It follows that compulsion cannot be introduced into any area in which there is no registered school.

The term approved *may be applied to schools, attendance at which is recognised by the local authority for the purposes of a Compulsory Education Act.*

It will be seen that the term 'approved' will include all registered schools, and that 'registered' will include all schools under public management.

The use of the expression 'recognised school' has been avoided, as it is already applied to schools recognised by the Educational Department in accordance with the rules of the Grant-in-Aid Code.

It will be noted that we have delegated the power of registering and approving schools to the local education authority.

In section 8 (*b*) of the Patel Act, exemption is allowed in the case of children "receiving, otherwise than in a recognised primary school, instruction which in the opinion of the School Committee is efficient."

Apparently this gives the power to the School Committee to 'approve' of unrecognised schools, as well as of private instruction.

We consider that the local education authority should be the body empowered to register and approve schools for the purposes of a Compulsory Education Act, but we suggest that all schools recognised by Government in accordance with the Grant-in-Aid Code should be included in the list of approved schools.

The corresponding section of the English Act accepts schools open to inspection either by the local education authority or by the Board of Education provided that satisfactory registers of attendance are kept.

This proposal will meet the difficulty which is likely to arise in Sind, where it does not at present seem to be desirable to place the Mulla schools in any way under the control of the local authorities.

5. Attendance.

We accept the definition of attendance given in section 2 of the Patel Act with a few modifications—

To attend an approved primary school means to be present for instruction at such school on such days and at such time or times on each day as may be required by the local educational authority in accordance with the rules framed by Government.

It will be necessary for Government to lay down certain limits as regards school hours and vacations. The local authority will then be allowed a comparatively free hand within these limits.

It is perhaps necessary to add a clause dealing with temporary absence from school, as distinct from general exemption from attending school.

We suggest the following:—

Leave of absence from school for short periods may be given by the Head Master in cases of sickness or for other good cause.

6. General Exemptions.

We recommend that a parent may be deemed to have reasonable excuse for failure to cause a child to attend a recognised primary school in any of the following cases:—

(a) *When the child is disqualified for attendance at school by reason of physical infirmity or mental incapacity or on account of famine or epidemic or other unavoidable cause.*

(b) *When the child is receiving otherwise than in an approved primary school instruction which in the opinion of the local education authority is efficient, or has received a certificate from the local education authority of having completed his primary education.*

(c) *When there is no recognised primary school within a distance, to be fixed by Government in consultation with the local education authority, from the residence of the child, measured according to the nearest road.*

(d) *When after due application, entrance to a registered school has been refused to the child by reason of lack of accommodation, or for other*

sufficient cause, until such time as the parent is notified that the child can be admitted.

(e) *When there is no registered school in the locality in which instruction is given in the child's vernacular.*

These conditions follow generally those laid down in section 8 of the Patel Act.

In (*a*) famines and epidemics have been included as reasonable causes of non-attendance.

In (*b*) the completion of a child's primary education has been defined more clearly.

No distance has been stated in (*c*). The Patel Act gives one mile, but as conditions vary a good deal, it has been deemed advisable to allow some latitude.

(*d*) is a new provision which appears to be necessary.

(*e*) has been inserted to meet the case of parents of children temporarily residing in an area in which their vernacular is not spoken. It may be necessary to limit the application of the clause to children whose parents have resided in a foreign area for less than a certain period. The clause is not intended to apply to those Mahomedans who claim that Urdu is their vernacular. Their case will be considered separately.

7. Mahomedans.

The question of compulsory education for Mahomedans in the Presidency, although not in Sind, is complicated by the fact that many desire that their children should be educated through the medium of Urdu rather than the local vernacular. At present there are two sets of Standards, one in which Urdu is the main language, and the vernacular a second one, and the other in which the vernacular is the principal language.

As long as there are sufficient Mahomedans in a locality to justify a separate school or class, there is no reason why they should not have one, but if there are a few children only we consider that they should be compelled to attend the ordinary school, and the majority of the Mahomedan witnesses who appeared before us accepted this view.

We recommend that in determining whether the Mahomedan children in any locality should be educated through the medium of Urdu or of the local vernacular the opinion of the majority of the Mahomedans in the locality should be accepted.

If they declare in favour of Urdu and there are not less than 25 children, a separate school or class should be provided, but if there are less than 25 children they should be required to attend the ordinary school and receive instruction through the medium of the local vernacular.

8. Depressed Classes.

At present comparatively few children of the depressed classes attend school. In the towns and in a few large villages in the Presidency proper, special schools are provided for these classes. In other cases they attend the ordinary schools, but they are rarely admitted on the same terms as other pupils, and are compelled to sit apart in the class room, or in the verandah outside the class room, where they pick up what instruction they can by listening to the teacher through the door or window. In Sind there are very few depressed classes, and the problem hardly arises.

If the depressed classes are brought under a Compulsory Education Act, it is difficult to see how any differentiation between their children and others can be justified. The leaders of these classes are undoubtedly anxious for the introduction of compulsory education, and realise that it is essential for their

well-being and progress. They do not want to be exempted from attendance at school, and some of them go so far as to ask that compulsion should be applied to them even it is not introduced for other castes.

The question therefore arises whether the time has come for Government to insist on absolute equality of treatment for all classes of children in schools under public management.

We have received a great deal of evidence from witnesses of all classes on this point, and the right of the depressed classes to primary education on the same terms as others is generally conceded, but doubts have been expressed as to the expedience of making a revolutionary change immediately.

The prejudice against the depressed classes is said to waning, slowly in the villages but more rapidly in the towns. At the same time it has been alleged that many who support the claims of the depressed classes in public will work against them in private, and while passing resolutions in favour of their admission to all schools will try to exclude them from particular ones. Some of the witnesses whom we believe to be sincere friends of the depressed classes strongly advocated a cautious policy. They pointed out that an attempt to force the pace is likely to bring about a reaction, and the slow progress of years may be undone in a day. We realise the force of their argument and hesitate to advise a course of action which may in the end do more harm than good. It is on the grounds of expedience only, and in what we believe to be the best interests of the depressed classes, that we suggest a cautious policy.

We may sum up our conclusions as follows:—

We recognise the principle of equality in education, viz., *that children of the depressed classes should be admitted to ordinary schools on the same terms as others, but in view of the evidence before us and of experience generally in the Presidency and especially in Gujarat, we are prepared to agree to their sitting in the same class room but apart from other children in the beginning, if popular feeling demands it. We do not consider, however, that they should on any account be made to sit outside the class room or in verandahs. Special schools should be provided where there are at least 20 pupils, and there is a strong local prejudice against admitting the children of the depressed classes to the ordinary schools.*

We make these concessions to prejudices which are of very long standing, as we fear that an attempt to force the pace may cause a reaction and an outburst of opposition, but we trust that the spread of education among the masses will result in the gradual breaking down of caste prejudices.

We also suggest that in case a municipality introduces compulsory education by wards or sections of the town, care should be taken to see that the wards or sections chiefly inhabited by the depressed classes should be included in the scheme at as early a date as possible.

9. Abolition of Fees.

We look upon free education as the natural corollary of compulsory education. The fee receipts in primary schools amounted to a little over 5 lakhs of rupees in 1920-21 and averaged about 10 annas per pupil, and were considerably less in the case of Local Board Schools. Liberal provision is made for exempting the children of poor parents, and the rules provide that no child shall be kept from school through inability to pay fees.

Apart from the loss of income, the main difficulty in abolishing fees is in connection with the aided schools, some of which depend to a considerable extent on this source of revenue. While we understand that the more popular aided schools will still be able to charge fees even if free schools are provided in the vicinity, we realise that it may be necessary in some cases to compensate the managers of efficient schools for the loss of fees. Unsatisfactory schools would probably have to close down.

We recommend that primary education should be free up to and inclusive of Standard IV or as long as a pupil is within the limits of age for compulsory

education. An aided school may be permitted to charge fees unless it is the only school of its kind in the locality and has been registered for the purposes of a Compulsory Education Act.

10. Free Books and Slates.

We doubt whether it is feasible to supply books, slates, &c., to all pupils. To do so would be to add very materially to the cost of primary education.

We recommend that local authorities should be required to make provision for the free supply of books and slates for the children of those parents who are proved to be unable to pay for them.

CHAPTER V.

PROGRAMME FOR THE INTRODUCTION OF COMPULSORY EDUCATION.

We now proceed to consider the fourth of the terms of reference which requires us to submit a definite programme showing the various steps which should be successively taken so that a complete system of free and compulsory education may be introduced within a certain definite period.

1. Time Limits.

While the backward communities, at any rate those from the Marathi and Kanarese districts, are anxious for the universal introduction of compulsory education at once and deprecate any time-limit, the majority of the Committee consider that the difficulties to be encountered are so serious as to make the immediate introduction of universal compulsion impossible. They advocate that it should be introduced gradually according to a definite time-table.

2. Localities.

There is a marked difference of opinion as to the order in which compulsion should be introduced into different areas. The majority of the witnesses favoured following the line of least resistance and introducing compulsion into City Municipalities first, gradually extending it to the smaller towns and to the villages.

They based their opinion on the grounds that the City Municipalities are more ready for compulsion, that it will be administratively easier, and that the effect of compulsion in cities will spread and make itself felt in the less advanced areas. On the other hand the witnesses from the backward communities urged in forcible terms that compulsion should be introduced first into the backward localities where the need is greatest. To begin with City Municipalities is to "give food to those already full and to starve the hungry."

The Committee are not unanimous on the point, but the scheme which we put forward represents the views of the majority.

We are of opinion that compulsion should be introduced first in Municipal and other areas in which there are already schools, and completed within a definite period, schools being opened meanwhile on a voluntary basis in other areas.

3. Programme for Boys.

We make the following recommendations regarding the introduction of compulsory education for boys :—

(a) *Compulsion for boys should be introduced into City Municipalities, including those in Sind, within five years, but steps should be taken to*

apply it to at least 20 per cent. of the children now out of school in each Municipality in each year. Municipalities may, however, introduce compulsion immediately or reduce the period to less than five years.

It is intended that Municipalities should be allowed to introduce compulsion into certain wards only at the beginning, gradually extending the area from year to year.

(b) (i) *In non-City Municipalities including those in Sind, and in villages which already possess a school in the Presidency proper, compulsion should be introduced within seven years, one-seventh of the villages in each taluka being brought under compulsion in each year.*

It has been pointed out in Chapter II that about two-thirds of the population of the Presidency proper live in towns or villages already provided with schools, and although all the children will not be within one mile, or whatever distance is fixed, of a school, a large proportion are likely to be provided for under this recommendation.

It is doubtful whether this proposal can be applied to villages in Sind, for which Province we suggest the following:—

(ii) *In Sind compulsion should be applied to such villages or groups of villages as the local education authority may decide.*

(c) *Schools on a voluntary basis should be opened each year in one-tenth of the school-less villages in each taluka in the Presidency, including Sind, provided that the villages are prepared to produce 30 children of school-going age,* i.e., *between the ages of 5 and 10.*

Compulsion may be introduced into any village, subject to the sanction of the local education authority, provided that two-thirds of the cess-payers and rate-payers desire it.

If this programme is carried out, every village which wants a school and in which there are sufficient boys to justify one will be given a school within 10 years. Further if the people so desire, compulsion may be introduced into these villages, but it has been thought necessary to make this subject to the sanction of the local authority in case additional expenditure is involved.

It has also been suggested that compulsion should be introduced into such villages three years after a school has been started, if the people have not already applied for it.

We are not certain that this is feasible, but we are prepared to leave it to the discretion of the local education authorities.

We suggest that local education authorities should be empowered to introduce compulsion into villages which have no school at present three years after a school has been started in the village, if funds permit.

4. Sparsely populated areas

It is calculated that only about 10 per cent. of the people live in villages of less than 250 inhabitants. It is unlikely that sufficient childen will be found in such villages to justify the opening of a school. Various expedients have been suggested for dealing with such villages, *e.g.*, the employment of itinerant teachers who would hold school in one village for a month, in another the next month and so on. Such schemes are not likely to be very effective.

We consider that in the beginning it will be wiser to concentrate on providing schools for the larger villages and bringing as many children in well populated localities under compulsion as possible. When this has been successfully accomplished, attention may be devoted to the sparsely populated areas. In the meantime private enterprise should be encouraged in such areas.

5. Details of the Programme for Boys.

We will now apply the above proposals to the table given in Chapter II, page 6, part of which may be repeated here.

Boys to be provided for :—

[In thousands.]

	Presidency.	Sind.	Total.
City Municipalities ...	43	16	59
Town Municipalities ...	25	6	31
Villages with schools ...	2,48	1,10	3,58
Villages in which schools can be opened.	1,85	14	1,99
Total	5,01	1,46	6,47

As pointed out previously, the actual number of children of school-going age is nearly 15 per cent. of the population, but we have allowed for exemptions and fixed 12½ per cent. only.

In a few villages in the Presidency there are aided schools only, and it may be necessary to start a Local Board school before compulsion is introduced. On the whole it appears that we may reasonably expect that compulsion will bring in 12½ per cent. of the male population in the villages in the Presidency which have schools already, as well as in Municipal areas.

In Sind it is not proposed to apply compulsion on any definite plan, and it would not be safe to reckon on more than half the children in villages with schools being brought in.

New schools will be opened on a voluntary basis in school-less villages which can produce 30 boys. It is expected that 3,000 or 4,000 schools will have to be opened, some probably in large scattered villages where there is already one school.

In the Presidency, we may perhaps expect that one-half of the boys in these villages will join a school, and in Sind one-third.

It will be necessary in Sind to encourage the development of Mulla schools *pari passu* with the opening of new Local Board schools.

The total number of boys who may be expected to join school during the next ten years will therefore be :—

[In thousands.]

	Presidency.	Sind.	Total.
City Municipalities ...	43	16	59
Town Municipalities ...	25	6	31
Villages with schools ...	2,48	55	3,03
Villages in which schools will be opened.	93	5	98
Total ...	4,09	82	4,91

The net result of our proposals will be to increase the total attendance of boys of school-going age by nearly 5 lakhs in 10 years. There will then be in all about 80 per cent. of boys at school in the Presidency and 60 per cent. in Sind.

It will be noted that the bulk of the increase is in villages which already have schools.

We may summarise the effect of our proposals as follows:—

If the programme which we have suggested is carried out, we estimate that two-thirds of the male population will become subject to the provisions of a Compulsory Education Act, and that about 80 per cent. of boys of school-going age in the Presidency and 60 per cent. in Sind will be attending school at the end of 10 years.

6. Programme for Girls.

The number of girls of school-going age who are not attending school, but live in areas where there are schools or where schools may be expected to flourish, is given in the table in Chapter II, page 6, part of which may be repeated—

[In thousands.]

	Presidency.	Sind.	Total.
City Municipalities ...	59	14	73
Town Municipalities ...	47	6	53
Villages with schools ...	4,37	1,07	5,44
Villages in which schools can be opened.	1,85	14	1,99
Total ...	7,28	1,41	8,69

It has been proposed that except in City Municipalities education for girls should be developed on a voluntary basis. In City Municipalities they should be brought under compulsion within 7 years.

There are about 73,000 girls in City Municipalities to be provided for but as exemptions are more likely to be necessary in the case of girls than of boys, it may be safer to deduct 10 per cent. leaving 65,000 as the number likely to join school during the 7 years.

Although it is not proposed to apply compulsion in other areas, it is left to the people to apply it if they so desire, and it is likely that compulsion will be brought into operation in a number of Town Municipalities, if not in rural areas. In fact, if funds permit, it may be possible to apply compulsion to all Town Municipalities within 10 years. Out of the 53,000 girls in such areas, we may perhaps reckon on 40,000 joining school during this period.

As regards rural areas, it must be pointed out that in the majority of the villages with schools, the schools are primarily intended for boys. There are close on 600 Local Board girls' schools with 34,000 pupils, of whom a few are boys, while about a lakh of girls in all attend schools in rural areas, of whom about 66,000 are of school-going age.

We suggest that an attempt should be made to bring in one lakh of girls of school-going age within 10 years, *i.e.*, 10,000 each year. For this purpose new schools will have to be opened, but it is probable that owing to the dearth of suitable teachers more can be done by encouraging girls to join boys' schools than by opening new schools.

It is not possible to work out a satisfactory programme for expansion on a voluntary basis, especially in Sind, where it will be necessary to trust largely to Mulla schools for Mahomedan girls, as so much depends on the response of the people. New schools may be opened, but there is no guarantee that girls will attend them.

It must be left to each local education authority to devise its own scheme of expansion, which may have to be modified from time to time. The aim should be to add in all about 10,000 girls every year.

The effect of our proposals will be to increase the number of girls of school-going age at school within 10 years as follows:—

[In thousands.]

	Girls of school-going age now at school.	Girls to be provided for.	Total.
City Municipalities...	25	65	90
Town Municipalities.	11	40	51
Rural areas ...	66	1,00	1,66
	1,02	2,05	3,07

As regards the education of girls, we find it difficult to put forward a definite programme, but we suggest that compulsion should be applied to girls in City Municipalities within 7 years, and where possible in Town Municipalities. We anticipate that this will result in an increase of about one lakh of pupils within 10 years.

In rural areas, we consider that primary education for girls should be developed on a voluntary basis, and that the aim should be to add 10,000 pupils annually by opening new schools or in other ways.

7. Cost of each Pupil in a Primary School.

Before working out the cost of our proposals, it is necessary to estimate the average cost of each pupil. It is assumed that the whole of the additional expenditure will fall on Government, District Local Boards and Municipalities.

During 1920-21, the average cost of each pupil in a Local Board School was Rs. 14-8, towards which Government contributed Rs. 12-6. These figures are obtained by dividing the expenditure by the average number of pupils on the rolls. They vary a good deal. In the Central Division the average was Rs. 13-5, while in Sind it was as high as Rs. 22-3.

In Municipal schools, the cost was higher, and in Bombay City it reached Rs. 46 per pupil.

The pay of teachers was raised in September, 1920, and again in April, 1921. The former increase was in operation for six months only in 1920-21, and the latter was sanctioned after the close of that year. Consequently a further increase in the cost of each pupil may be anticipated in 1921-22, which will probably bring the figure for Local Board schools to over Rs. 17.

It must be remembered that all the trained teachers are on incremental scales of pay, and the cost will, therefore, tend to rise steadily. To some extent this will be counterbalanced by savings owing to death and retirement.

The cost of management and inspection has also to be considered. This amounted to over Rs. 10½ lakhs in 1920-21, of which two-thirds or Rs. 7 lakhs may be debited to primary education or about Re. 1 per pupil. The revised estimate for 1921-22 was Rs. 13 lakhs, and in the budget for 1922-23 the provision has been raised to Rs. 16 lakhs.

When new schools are opened, expenditure on equipment is necessary in the first year, amounting on the average to Rs. 2 or Rs. 3 per pupil. This still further increases the average cost.

On the whole it would appear that in the beginning each pupil is likely to cost not much less than Rs. 20, including management and inspection.

It is a question whether this amount can be reduced. At present each teacher in a Local Board school has 28 pupils on the average, but it must be

remembered that he has frequently to teach 3 or 4 classes. With the introduction of compulsion the classes are likely to become considerably larger, and if a master has only one class there is no reason why he should not teach 35 to 40 boys. Further, the pupils brought in under compulsion will be in the lower classes of the school, and it will not be necessary to maintain as high a proportion of second and third year trained teachers as at present. The introduction of the "shift system" which is described in Chapter VIII, is calculated still further to reduce the number of teachers required and the cost. On the other hand a good many village schools which now have one teacher require two. It is also possible that when local authorities recruit their own teachers and fix their own scales of pay, subject to certain minima, the cost of teachers may be still further lowered. Some economy may be effected in the cost of management and inspection, and increased numbers should reduce the average amount of such charges. The encouragement of private enterprise may also help in the task of retrenchment.

It will perhaps be safe to take Rs. 20 as the inclusive cost in the first year of the programme, and to allow for a slow but steady reduction, say 8 annas each year, bringing the figure down to Rs. 15-8-0 in the tenth year, and Rs. 15 afterwards.

The cost of a new school may be taken as Rs. 600 in the first year including cost of equipment, and Rs. 500 afterwards, but in calculating the cost of opening new schools, the total number of pupils likely to join has been considered and not the cost per school.

8. Cost of the Programme for Boys.

The programme for boys involves the introduction of compulsion in City Municipalities within 5 years, and in other Municipalities and in villages with schools within 7 years, and the opening of 3,000 or more schools during the next 10 years.

So far we have considered only pupils of school-going age. At present about one-third of the pupils in primary schools are below or above the compulsory limits, and although it is proposed to empower local authorities to refuse to admit children below the age of 5, it may reasonably be expected that a number of pupils will remain at school after the age of ten. We have, therefore, in calculating the cost of our programme allowed for an additional 20 per cent. of pupils, over and above those of school-going age.

The following table shows the additional cost of the programme in each of the 10 years, including children outside the compulsory limits, calculated at Rs. 20 per pupil in the first year, Rs. 19-8-0 in the second year and so on. Although City Municipalities have been allowed 5 years in which to introduce compulsion, provision is made for their doing so within 3 years :—

[In thousands of rupees.]

Year.	Average cost per pupil.	City Municipalities.	Town Municipalities.	Villages with schools.	New schools.	Total.
	Rs. a. p.					
1	20 0 0	4,56	1,20	10,56	2,16	18,48
2	19 8 0	9,13	2,10	20,36	4,44	36,03
3	19 0 0	13,45	2,96	29,64	6,61	52,66
4	18 8 0	13,10	4,00	38,63	8,65	64,38
5	18 0 0	12,74	4,75	46,87	10,58	74,94
6	17 8 0	12,40	5,46	54,60	12,18	84,64
7	17 0 0	12,04	6,32	61,81	13,87	94,04
8	16 8 0	11,69	6,13	60,00	15,44	93,26
9	16 0 0	11,33	5,95	58,18	16,89	92,35
10	15 8 0	10,98	5,76	56,36	18,23	91,33

It will be seen that by far the largest share of any increased expenditure will be devoted to rural areas, mainly to introducing compulsion into villages which already have schools.

Part of the additional cost will be met by Municipalities and by District Local Boards. The distribution of the expenditure between these bodies and Government is worked out in para. 10.

9. Cost of the Programme for Girls.

It is hoped that an additional 65,000 girls in City Municipalities will join a school within 7 years, and that there will be an additional 40,000 girls in Town Municipalities and one lakh in rural areas joining within 10 years.

Taking the average cost per pupil at the same rate as for boys, and allowing for 20 per cent. of pupils outside the compulsory limits of age, we arrive at the following statement showing the additional cost in each of the ten years:—

[In thousands of rupees.]

Year.	City Municipalities.	Town Municipalities.	Rural areas.	Total.
1	2,16	0,96	2,40	5,52
2	4,00	1,78	4,44	10,22
3	6,38	2,74	6,84	15,96
4	8,22	3,55	8,88	20,65
5	9,94	4,32	10,80	25,06
6	11,76	5,04	12,60	29,40
7	13,26	5,71	14,28	33,25
8	12,88	6,34	15,84	35,06
9	12,48	6,91	17,28	36,67
10	12,10	7,44	18,60	38,14

10. Total Additional Cost of the Programme.

(*a*) It is assumed that City Municipalities will meet half the cost of primary education and Town Municipalities one-third.

It has been suggested that an additional Local Fund cess and a tax on non-agricultural incomes between Rs. 500 to Rs. 2,000 should be levied in rural areas in which compulsion is introduced.

The proceeds of the former taxation are estimated at between Rs. 25 and 35 lakhs, but no reliable data are available for the latter. It may be assumed that in all about Rs. 30 lakhs will be available for the Presidency as a whole. According to the programme about two-thirds of the total area will be brought under compulsion and we may, therefore, reckon on an additional Rs. 20 lakhs from local taxation. It is assumed that Rs. 2 lakhs will be collected in the first year, 4 in the second and 6 in the third and so on. If the local taxation could be levied in all villages which are provided with a school, the yield would be very much higher, especially at the start.

(*b*) It is necessary to know the present expenditure on primary education. Unfortunately the statistics for primary education in 1921-22 are not yet available, but as the cost per pupil is bound to be very much higher than in 1920-21

it appears to be wiser to take the revised budget estimates for 1921-22 rather than the actuals for 1920-21. The contribution of Government for primary schools is Rs. 104 lakhs, excluding Bombay City. If fees are abolished, an equivalent amount will have to be provided by Government for Local Board schools, and probably some compensation will have to be given to aided schools, say Rs. 50,000. The total will come to about Rs. 2½ lakhs. The cost of inspection is estimated at Rs. 13 lakhs, of which two-thirds or Rs. 8½ lakhs may be debited to primary education.

The total Government contribution in 1921-22 may, therefore, be taken as Rs. 115 lakhs. The same figure was arrived at by taking the statistics for 1920-21 and assuming that the cost of a pupil in a Local Board or Municipal school was Rs. 20.

In calculating the cost of expansion we have assumed that the average cost of a pupil will be Rs. 20 in the first year and will decrease by 8 annas in each successive year. Consequently the cost of existing schools should be reduced by 2½ per cent. each year, or by Rs. 2·9 lakhs.

Another item which has to be considered is the expenditure on training institutions which is estimated at Rs. 8·1 lakhs in 1921-22. This may be expected to rise to Rs. 15 lakhs at the end of 10 years, say by Rs. 70,000 annually. The whole of this has been debited to Government although probably the Municipalities should bear their share.

(*c*) So far nothing has been said about buildings. This question will be considered in greater detail in para. 13, but we may here state that for a number of years we shall have to rely mainly on public and rented buildings and on cheap structures put up by the villagers, possibly with the help of a grant from the local authority. Better buildings will be required in Municipal areas.

We suggest that Rs. 5 lakhs be provided annually by Government for buildings, of which one lakh may be reserved for Municipal schools. As the Municipalities would be expected to contribute an equal amount, the total provision for Municipal schools would be Rs. 2 lakhs annually or Rs. 20 lakhs in 10 years. For Local Board schools the annual provision would be Rs. 4 lakhs, or Rs. 40 lakhs in 10 years, in addition to what is available from the balances of the District Local Boards. We suggest that a special building fund should be created and that amounts budgetted in any year should not lapse but be carried over to the next year. To this fund might also be credited any savings in the allotment for recurring charges.

(*d*) We are now in a position to estimate the additional expenditure on account of our programme in each of the 10 years, and the distribution of the cost between Government, Municipalities and District Local Boards. In calculating the amounts for Municipalities an allowance has been made for the loss of fees, which in Municipal schools will fall entirely on the Municipalities, and for the gradual reduction in the cost of existing schools.

We estimate the additional expenditure involved by our programme as follows:—

[In lakhs of rupees.]

Estimated expenditure in 1921-22.

Municipalities.	District Local Boards.	Government.
14	9	1,23

Estimated *additional* expenditure in each of the ten years.

Year.	Municipalities.	District Local Boards.	Government.	Total.
1	5	2	21	28
2	8	4	35	47
3	12	6	49	67
4	13	8	60	81
5	14	10	70	94
6	14	12	78	1,04
7	15	14	86	1,15
8	14	16	83	1,13
9	14	18	80	1,12
10	13	20	77	1,10

These amounts include an annual provision of Rs. 6 lakhs for buildings and an annual increase of Rs. 70,000 for training institutions. The cost of management and inspection is also included.

It may here be repeated that it is anticipated that the number of boys at school will increase from 6,00,000 to 10,69,000 including those outside the compulsory limits of age, and of girls from 1,53,000 to 3,68,000.

About 70 per cent. of the additional expenditure is on account of boys and 30 per cent. on account of girls.

(*e*) It is evident from the above table that the increased expenditure will be heavy at the start, but will reach a maximum in the seventh year, after which it will decline slightly.

The whole estimate depends on a steady decrease in the average cost of each pupil. It ought to be possible to achieve this if rigorous economy is insisted on as far as it can be without undue sacrifice of efficiency, but not otherwise.

It is essential that the average cost of each pupil should be scrutinised very carefully each year, as it affords a safe guide in checking extravagance.

How far our programme is practicable from the financial point of view is a question which we are not in a position to answer definitely. Government in the tenth year would have to provide a total amount of exactly 2 crores for primary education excluding any grants which may be awarded to Bombay City. The amount over and above the estimated provision in 1921-22 is 77 lakhs and to raise this sum ought not to present insuperable difficulties.

11. Need for a Programme for Each District.

The above proposals refer to the Presidency as a whole. To determine the requirements of each district it will be necessary to make a survey on similar lines to those followed in this report. The aim should be to ensure that at the end of 10 years each district has approximately the same percentage of children under instruction. It may not be possible to ensure as high a standard in Sind as in the rest of the Presidency, owing to the fact that we do not propose that compulsion should be applied there generally within a definite period.

It will be necessary to prepare a detailed programme for each district and the additional funds provided by Government should be distributed in accordance with these programmes.

12. Supply of Teachers.

It is proposed to add 4·69 lakhs of boys and 2·15 lakhs of girls in 10 years, an average of 70,000 pupils annually. The question arises whether sufficient teachers will be available.

As pointed out elsewhere, the average number of pupils per teacher was only 28 in 1920-21, and the introduction of complusion will result in larger classes. The reduction of hours proposed as part of the shift system will also enable one teacher to take considerably more pupils.

There were 24,773 teachers in Government, Local Board, and Municipal primary schools on 31st March, 1921.

If the average number of pupils per teacher is raised from 28 to 35, it will be possible to provide for 1,70,000 more pupils without increased staff. If this increase is spread over 10 years, 17,000 may be deducted from the average annual increase of 70,000 pupils leaving 53,000. For these 1,500 teachers will be required at the rate of 35 pupils per teacher. The increase will probably be greater in the earlier than in the later years, as the programme for Municipalities and rural areas with schools is to be completed in 5 to 7 years.

It is reported by the Divisional Educational Inspectors that they have in all 2,875 candidates for employment on the waiting list, and that nearly 2,800 men who have passed the Vernacular Final Examination are likely to be available annually. Further the spread of primary education will probably result in more candidates appearing for the Vernacular Final Examination from year to year. It has also been suggested that those who have studied for 5 or 6 years in an Anglo-Vernacular School might be found suitable as teachers in primary schools.

It would appear, therefore, that there will, for the Presidency as a whole, be a sufficiently large supply of teachers who have passed the Vernacular Final Examination to enable our programme for boys to be carried out. There may be a shortage in particular districts and it may be necessary to appoint men not specially suitable for the teaching profession, but difficulties must be expected in the beginning, and the provision of teachers does not appear to be in any way an insuperable one.

As regards girls, suitable women teachers are not likely to be available in sufficient numbers, and it will be necessary to make use of elderly men teachers and pensioners. Fortunately there is no serious objection to girls attending boys' schools up to the age of 10 or 11, and in rural areas the majority of girls brought under instruction will probably have to attend boys' schools.

13. School Buildings.

The other question which needs to be considered in connection with our programme of compulsory education is the supply of school buildings.

At present a few schools are provided with well built and convenient school houses, but the cost of building has risen to such an extent that the estimate for new school buildings works out at from Rs. 75 to Rs. 125 per pupil. This estimate has, however, been reduced to Rs. 35 or Rs. 40 in new plans for schools of the open air type. Such buildings are out of the question on a large scale and it will be necessary to rely on Dharamashalas, temples, rented houses, and cheap structures erected by the villagers, possibly with the help of a small grant.

Much will depend on the enthusiasm of the people, and it should be considered one of the chief duties of the Panchayats and School Committees to provide adequate and suitable accommodation for the school. Light and air are the chief requisites.

For larger villages and Municipalities it may be necessary to provide buildings out of loans, repayable in 15 to 20 years, interest and sinking fund contribution being paid annually.

In our programme we have provided for an expenditure of Rs. 6 lakhs annually on buildings, Rs. 5 lakhs being provided by Government and one lakh by Municipalities, in addition to what the District Local Boards can provide from their balances.

CHAPTER VI.

FINANCE AND TAXATION

1. Financial Position of Primary Education.

(i) As pointed out in para. 5 of Chapter II, all additional expenditure on primary education will have to be met from the resources of Government and of the District Local Boards and Municipalities. The share of Government has been calculated at 70 per cent.

Before discussing additional taxation, whether provincial or local, it is necessary to consider the question of finance more generally in view of the present condition of the revenues of the Presidency.

It must be pointed out that there are at present something like 25,000 primary teachers employed in Government, Local Board, and Municipal schools. These are all on fixed scales of pay and have all the rights and privileges of Government servants as regards pension, leave, and security of tenure. Although it is proposed that all new teachers in Local Board and Municipal schools should be considered as the servants of these bodies and not of Government, and that it should be left to these bodies to fix the pay of teachers, subject to certain minimum rates, no great saving can be expected in this direction, at any rate, for some years. Practically the whole of the expenditure on primary education at present is obligatory, and although it may be found feasible to effect some economies in the present system, once they have been carried out it will not be possible suddenly to reduce the allotment for primary schools because the revenues of Government in a particular year are below what was expected. Once a school has been started, especially if compulsion has been introduced, it cannot very well be closed, and the only source of retrenchment would be a reduction in the pay of teachers. This would be a course which is strongly to be deprecated, and in any case it could not be adopted periodically.

We wish, therefore, to emphasise the fact that any additional grants for primary education must be of a recurring nature, and not subject to reduction in any succeeding year, and that any programme for the introduction of universal compulsory education necessarily involves a gradually increasing expenditure reaching a maximum in a certain term of years. A system of hand to mouth finance would be fatal to the success of any scheme propounded.

(ii) It may be useful to study the financial arrangements for education in England. These may be described briefly as follows:— Government provides approximately half the cost and the local authority, *i.e.*, the County or Borough Council, the remainder. The procedure is simple. The local authority estimates the expenditure necessary in a particular year, calculates the Government grant which may be expected, and arranges to provide the rest of the money by taxation. Both Government and the local authorities have, or had, 'flexible' sources of taxation, *i.e.*, taxation which can be readily increased or decreased by a fixed amount. Government can increase the Income tax or the Customs and Excise duties, while the local body can modify the rate of house tax. The rateable value of every area is known, and the rate to be levied in the £, necessary to provide a particular amount, can at once be calculated.

(iii) the question at once arises, whether similar 'flexible' sources of taxation, local or provincial, are available in India. There is the house tax in Municipal areas, but the application of this tax to rural areas is not feasible, as the power of levying such a tax has been assigned to the Panchayats, and the amount realised, which is not likely to be large, can be expended for other purposes. The Local Fund cess could perhaps be raised within well defined

limits, but the yield would not be very large. The other taxes which can be readily increased or decreased are the Income tax, Customs duties and the Salt tax. All these taxes are reserved for the Central Government.

We realise the difficulty of the position, but it would obviously be extremely unwise to embark on any programme of compulsory education unless there is a reasonable assurance that the necessary funds will be available from year to year.

We wish to record our opinion that, so far as the provision of funds sufficient to maintain the past year's standard of progress at least is concerned, both Government and the Legislative Council should bind themselves so far as possible to the necessary programme of expenditure for the future on the scale approved. We suggest that this can best be secured by Government's submitting proposals for appropriation for such service in the form of a scheme, involving recurring and increasing expenditure, which can be adopted by the Legislative Council. This will in effect bind both Government and the Legislative Council to ask for and grant respectively all future demands for grants necessary to maintain the standard of expansion once approved, subject only to financial exigencies of a serious character. Any demand for increased grants to cover a further expansion of primary education will remain for the consideration of Government and the Legislative Council at each budget meeting as in the case of any ordinary appropriation.

2. Additional Sources of Revenue.

Although several members considered that it is the business of Government to provide the funds necessary for compulsory education by retrenchment or otherwise, the majority are prepared to suggest some additional sources of taxation.

We suggest the following :—

(1) *Death duties and succession duties (provided further enquiry shows them to be feasible).*

(2) *Increase in registration fees.*

(3) *An entertainment tax on theatres, cinematographs, horse-racing (including totalisator), &c.*

(4) *A tax on Inamdars and Jahagirdars.*

(5) *A tax on Devasthanas.*

(6) *A tax on stock exchange transactions.*

(7) *A tax on trades and industries to be used for the education of factory children.*

(8) *Such surcharge on income tax and super-tax as may be found feasible.*

(9) *An additional local cess on land revenue on a graduated scale of six pies to two annas in the rupee.*

(10) *A tax on non-agricultural incomes between Rs. 500 and Rs. 1,999, on the following scale :—*

Rs. 500 - 749	...	*1½ pies.*
Rs. 750—999	...	*2 pies.*
Rs. 1,000—1,499	...	*3 pies.*
Rs. 1,500—1,999	...	*4 pies.*

The majority of the Committee recommended that such special taxation as is levied should be earmarked for compulsory primary education.

Items 9 and 10 are local taxation which would be levied by the District Local Boards with the sanction of Government. We suggest that this additional local taxation should be levied in each area as it is brought under compulsion.

There was a considerable difference of opinion among witnesses regarding an increase in the Local Fund cess, but the majority of the Committee consider that part of the cost of introducing compulsory education should be met by additional local taxation.

3. Contributions of Local Authorities.

The principle of Government giving a grant to Municipalities equal to a fixed proportion of the expenditure on primary education is accepted. The case of the District Local Boards, however, is much more difficult. As pointed out above Government now pay the whole cost of primary education in rural areas less one-third of the Local Fund cess and fee receipts.

We have considered carefully the various suggestions made in Mr. Martin's report (Report of the Special Officer on Local Self-Government in the Bombay Presidency, 1918) for the levying of local taxation by District Local Boards or District Councils, as it is proposed to call them. Beyond an increase in the Local Fund cess and a tax on non-agricultural incomes between Rs. 500 and Rs. 1,999, there do not appear to be suitable forms of local taxation which are likely to bring in a very large amount. The income from the former is estimated at 25-35 lakhs, but no estimate for the latter has been made.

The amount which is likely to be realised is a comparatively small fraction of what is required for compulsory education in rural areas.

The second difficulty which arises is the marked inequality in the resources in the different districts. A Local Fund cess of one anna on the land revenue is calculated to bring in 7 annas per head of the population in Broach, and 11 pies only in Ratnagiri.

If compulsion is introduced, the cost of primary education in each district will be approximately proportional to the population. As long as the imposition of a particular local tax brings in seven or eight times as much per head in Broach as in Ratnagiri, it is difficult to see how the provincial grant to a District Local Board can be fixed at any fraction of the expenditure. Nor are we prepared to allow the poorer districts to lag behind on account of their poverty.

Our recommendations may be summarised as follows:—

We consider that the introduction of compulsory primary education should as far as possible proceed at the same pace in all districts, and that the general principle to be followed as regards grants should be that in non-City Municipalities and rural areas the Municipality or District Local Board should contribute one-third of the cost, and Government two-thirds, but in order to maintain a uniform rate of progress Government should assist individual districts according to their needs.

In the case of City Municipalities Government should contribute one-half or two-thirds of the expenditure according to the needs of the Municipalities.

We have not succeeded in devising a formula for determining the Government grant according to the needs of a particular district, but in awarding a grant it will be necessary for Government to satisfy themselves that adequate local taxation has been levied and collected, and that there has been no undue extravagance in the management of the schools. As has already been pointed out, a careful scrutiny of the average cost per pupil will be necessary every year, and ultimately it may be possible to award grants on a capitation basis.

It may be mentioned that the difficulty of distributing educational grants to local bodies is not peculiar to Bombay. The question is being re-considered in England in connection with retrenchment. In the United States of America, there are remarkable variations in what is done in the different States, each of the following bases being used for the computation of the grant:—school population, school attendance, number of schools maintained, number of teachers employed, valuation of taxable property, and inverse property valuation. The last two items may require explanation. Some States award grants proportional to the rateable value of the property in the local area, while others award them in the inverse ratio; in other words according to one system Broach would get 7 or 8 times as large a grant as Ratnagiri and according to another it would get a great deal less.

4. Payment of Grants.

At present grants to Municipalities are calculated on the expenditure of the previous year, while those to District Local Boards are intended to meet expenditure in the year in which the grants are made.

We consider that the grants paid to a local authority in any year should be based as far as possible on the expenditure of that year, adjustments being made where necessary in the following year.

There are, however, serious administrative difficulties in awarding grants in any year based on the expenditure of that year or even on that of the previous year. For instance, the Budget for a particular year, say 1923-24, must be prepared by Government by the end of 1922, when the full expenditure for the previous year has not been incurred.

An attempt is made to meet this difficulty in the following scheme :—

Each local authority should submit a preliminary Budget for 1923-24 not later than September, 1922. These Budgets would have to be scrutinised in the light of the data available, *viz.*, the expenditure for 1921-22, the expenditure for the first 6 months of 1922-23, and the programme of compulsory education, or such modifications of it as may have been approved. Extravagance also would have to be checked. In this way, the amounts approved for each local authority in 1923-24 could be calculated, the total being the amount to be provided by Government in the Provincial Budget. If this exceeds what has been provided in accordance with the general programme of compulsory education, it would be necessary to reduce the allotments for each local authority, and they should be informed immediately of the amounts actually sanctioned to enable them to modify their own Budgets. It ought to be laid down that the sanctioned allotments must not be exceeded and that local authorities must frame their Budgets accordingly. As soon as the accounts of a particular year have been audited, the necessary adjustment in the grant for that year can be made. The grants for any year being maxima, these adjustments would be made only in cases in which the grant had not been earned by the local authority. Deductions would have to be made from the next year's grant. These deductions, which would be in the nature of savings, could be used to supplement any allotment for building grants to primary schools, or to meet an unexpected fall in the receipts from the Local Fund cess in districts affected by famine.

Half of the grant sanctioned for a local authority should be paid at the beginning of the financial year and the rest in September or October, after the necessary adjustment of the previous year's grant has been made.

CHAPTER VII.

ADMINISTRATIVE AND LEGISLATIVE MEASURES.

The third of the terms of reference is as follows :—

To make detailed proposals for any legislative and administrative measures necessary for the purpose, including the machinery required to carry out any such measures.

It is necessary in the beginning to consider the whole question of the administration of primary schools.

1. Present Position as regards Management of Primary Schools.

(*a*) Municipal Schools.

The regulations for the management of Municipal primary schools are to be found in the Bombay District Municipal Act and in the rules made under this Act.

Municipalities are required by the Act to make reasonable provision for establishing and maintaining primary schools.

The following extracts from the rules will explain the relations between Government and the Municipalities as regards management :—

The principles and system of school management, the course of instruction to be followed, and the rates of salary to be given to the various grades of masters and mistresses, shall be those prescribed by the Educational Department in the various rules and regulations issued by them. Municipal schools shall be open to inspection and examination at all times by the Government Inspecting Staff. In all questions relating to pension, leave, pay, and acting allowances the rules from time to time applicable to Government Servants in the Educational Department shall be applicable to every member of the school establishment who has been or may be transferred from the Educational Department and who was permanently employed by that Department on a salary of more than Rs. 10, or who having been employed by a Municipality at first on a salary of Rs. 10 or under, was subsequently paid more than Rs. 10.

Subject to the above conditions the appointment, promotion, suspension, and dismissal of all members of the establishments of Municipal schools shall rest with the Municipality, provided that no teacher shall be dismissed or have his salary permanently reduced or be re-transferred to the Educational Department without the previous sanction of the Municipality (as distinct from the School Committee) and due previous intimation to the Divisional Educational Inspectors.

As the services of such teachers are pensionable it shall be incumbent upon a Municipality before dismissing any such teacher to frame definite charges against him and obtain his explanation in writing.

(*b*) District Local Boards.

The Bombay Local Boards Act lays down that it shall be the duty of Local Boards so far as the Local Fund at their disposal will allow, to make adequate provision in regard to the provision of suitable accommodation for, the visiting and maintenance of, and the training of teachers for primary schools, and the general development and extension of primary education.

The relations between Government and the Local Boards as regards management and control are defined in rules made under the Act.

The following quotation from the last Quinquennial Report of the Director of Public Instruction will expain these relations :—

> " The actual administration of Local Board schools rests with the Government Educational Department, the Boards doing little more than voting the money for their upkeep, deciding on their location, and fixing rates of fees within the general limits of the departmental codes of rules and regulations. Powers as regards teaching and discipline, the appointment, promotion, transfer, punishment and dismissal of teachers, the fixing and payment of masters' salaries, allowances and pension contribution and the grant of leave to masters are exercised on behalf of the District Local Boards by the Department."

It may be explained that there is a common cadre of primary teachers for Government, Municipal and Local Board schools. They are in pensionable service and their pay and allowances, leave rules, &c., are all fixed by Government.

This general interchangeability of teachers is in many ways a convenience but has given rise to friction, especially since the creation of selection grades for teachers.

2. Government Control of Education.

We are of opinion that Government must exercise a general control over education in view of its importance to the well-being of the State. Still more is control necessary in the case of schools receiving grants from Government.

This principle is recognised in all civilised countries and need not be discussed. The right of Government to inspect all recognised or approved schools is a natural corollary.

The following are the main points regarding which the general control of Government is necessary:—

School buildings and equipment, qualifications and number of teachers, attendance and curriculum.

General directions about school buildings and equipment, dealing with floor space per pupil, lighting, ventilation, play-grounds, &c., would have to be issued.

The maximum number of pupils per teacher and the proportion of trained teachers to be employed would also be laid down. Under attendance would be included the number of hours of instruction daily and the length of vacations. The curriculum, or preferably alternative curricula, would be prescribed by Government, but modifications should be permitted with previous sanction. The control of text books is also necessary as Government must retain the power of forbidding teaching of a type likely to create hostility towards or contempt of Government.

A good deal of latitude should be allowed; for instance it might be laid down that there should not be less than three and more than five hours of secular instruction daily, the actual number within these limits being left for the decision of the local education authority.

Control of public examinations, *e.g.*, the Vernacular Final Examination, must be retained.

Government must also reserve the right of calling for returns, statistics, &c.

The question of the pay of teachers and the control of expenditure will be considered later.

3. Control of Primary Education.

The Municipalities already manage their own schools, subject to certain restrictions about the pay and status of the teachers, which are necessary as long as teachers in Government, Municipal, and Local Board primary schools belong to a common cadre and are interchangeable.

We are of opinion that a somewhat greater degree of freedom should be given to Municipalities in this respect, provided that the interests of existing teachers are safeguarded, and new teachers are given reasonable pay and security of tenure. This question will be discussed in greater detail later.

The Educational Inspector manages Local Board schools with the assistance of his Deputies. The majority of the witnesses favoured the devolution to the District Local Boards of powers of control of primary schools similar to those now exercised by the Municipalities, but a few whose opinion is entitled to respect, deprecated making a change in the management, if we are to undertake an experiment of such magnitude and difficulty as the introduction of compulsory education.

We realise the force of this argument but we consider that the handing over of the management of primary schools to the District Local Boards is a measure which should not be further delayed.

There are serious difficulties in changing from a system of Government management to local management but we do not consider that they are insuperable.

We may summarise our views as follows:—

We are of opinion that the local education authorities, i.e., *the District Local Boards and Municipalities, should be given as large a measure of control as possible in the management of primary schools, subject to the general control which Government must exercise.*

4. Local Education Authorities.

It is now necessary to define the expression "Local Education Authority" which we have borrowed from the English Education Acts.

In England the Council of every County, and of every County Borough, and of other Boroughs with a population of over 10,000, or of an urban district with a population of over 20,000, is a Local Education Authority for the purposes of elementary education. In Bombay Presidency all Municipalities, large and small, manage their own schools, and would be classed as local authorities. In practice it is found that many of the smaller Municipalities cannot afford to employ the necessary administrative and clerical staff and the management can hardly be described as efficient. The rules provide for small Municipalities being allowed to entrust the management of their schools to the Educational Department, but comparatively few have taken advantage of this.

The grant of greater powers of control to Municipalities and District Local Boards will make it very difficult, if not impossible, to maintain the present interchangeability of teachers which depends on their being looked upon as Government servants lent to the local bodies. A small cadre of teachers such as would be required by the majority of the Municipalities is very unsatisfactory, owing to the limited number of higher appointments.

The concentration of the management in the District Local Board would also tend to economy as well as to efficiency.

We are therefore of opinion that the District Local Board or District Council, as we propose to call it, following the recommendation of the Lawrence Committee (Report of the Committee on Local Self-Government, 1915) should be the Local Education Authority for all primary schools in the district other than those belonging to City Municipalities and to other Municipalities which are permitted to manage their own schools. We are in favour of the schools of all the smaller Municipalities being managed by the District Council or a Committee thereof, but we feel that some of them may consider that authority which they already enjoy is being taken away from them and for this reason we are disposed to give them the option of continuing to manage their schools directly, subject to the approval of Government.

We are now able to define a Local Education Authority.

The District Councils, City Municipalities, and such non-City Municipalities as have been specially approved by Government shall be the Local Education Authorities for the purposes of primary education within their respective areas.

It will have to be decided whether the neighbouring City Municipality or the District Council should be the local education authority for the schools in Cantonments and Suburban Municipal areas.

The local education authorities should be granted powers similar to those now exercised by Municipalities including any extension of these powers consequent on our recommendations regarding the status of primary teachers (para. 8).

5. School Boards and District Education Boards.

Provision should be made for the delegation of powers by city municipalities and by town municipalities which are local education authorities to School Boards. We suggest that the term 'School Board' should be used in preference to 'School Committee.'

Similarly for the district there should be a District Education Board on which due representation should be given to the various talukas of the district and to the Municipalities which are not themselves local education authorities.

This Board should be partly elected and partly nominated in the proportion of 4 to 1, and the interests of various communities, e.g., *Mahomedans and backward classes, and also the education of girls, should be safeguarded by suitable*

nominations. Schemes for the constitution of these boards should be framed by the District Council and submitted for the approval of Government.

Large powers should be delegated to the District Education Boards, which would in practice carry on the management of the schools as do the School Committees of the municipalities at the present time.

It has been suggested that some educational qualification should be demanded of members of the District Education Board, but the majority of the Committee do not consider this feasible.

6. Educational Officers of District Education Boards.

We consider that there should be an Educational Officer of the requisite qualifications and experience as Secretary and Executive Officer of the District Education Board, who should be appointed by the Board, subject to the approval of Government. The Educational Officer should be the servant of the Board, although he might be an officer lent by Government. He should exercise such powers as may be conferred upon him by legislative enactment or by rules made under such enactment, which should provide also for the delegation by the Board of further powers.

These recommendations were arrived at after very careful consideration. While we are anxious to give as much control as possible to the Boards, we are of opinion that a good deal of the actual administration must be entrusted to a responsible officer, possessing expert knowledge.

It is not our intention that he should be able to act independently of the Board or contrary to its wishes, but he should carry out in detail the general orders of the Board. The control of the Board will be sufficiently safeguarded, and the provisions we have suggested will allow of further powers being delegated to the Educational officer of the Board if experience shows this to be desirable. It may be pointed out that the tendency both in England and the United States of America is for the influence of the permanent educational official to increase. The Secretaries of the School Boards constituted under the English Elementary Education Act of 1870 were usually men of no educational experience and have been described as being 'little more than head clerical officers,' while the executive officers of the Education Committees of the present local education authorities are almost invariably men who have been previously engaged in educational work. Increased efficiency has been the result of this change.

7. Supervision and Inspection.

At present the Educational Inspector manages Local Board Schools with the assistance of his Deputies, who inspect the schools and report to him. We have recommended that the former function should be transferred to the District Education Boards, and exercised through their executive officers.

The question of inspection is a difficult one. Government must satisfy themselves by inspection of the efficiency of the work done in the primary schools. The District Education Boards are not likely to be content to rely entirely on the reports of the Government inspecting staff, and will wish to have reports on their schools from their own officers. It is obviously undesirable to have two sets of officers doing the same work.

We have considered the proposal made in Mr. Martin's Report on 'Local Self-Government that the Deputy Educational Inspector should be *ex-officio* Secretary and Executive Officer of the District School Board. In this capacity he would be a servant of the Board, but he would continue to be responsible to the Educational Department for the inspection of the schools. We consider that such dual control is impracticable and we do not recommend it.

We believe that a more satisfactory solution of the problem can be found.

We suggest that the District Education Boards should be allowed to employ their own Inspecting Officers, but to prevent confusion and to emphasise

the somewhat different nature of their functions from those of the Government Inspecting Staff, we propose that they should be called Supervisors. These Supervisors would inspect each school in detail annually, report on the work of each teacher and on all the needs of the schools, take part where necessary in the Annual Examination, and be generally responsible for the efficiency of the schools. The Government Inspecting Officer would not inspect in such great detail, nor would it ordinarily be necessary for him to visit each school more than once in 2 or 3 years. He would not be concerned with the work of individual teacher, nor would he take part in the annual examination, although he would by inspection or examination satisfy himself that reasonable strictness had been exercised in the matter of promotions. He would in fact report generally on the work of the schools in his charge.

The object of such inspection is to enable the Educational Department to satisfy itself that the education given fulfils the requirements, and that adequate results are being obtained from the expenditure of the Board.

Inspecting Officers would report to the Department, and would not issue any direct orders to school masters.

Great care would have to be taken to avoid overlapping, but this should not be impossible.

It is also necessary to look at the question of supervision and inspection from the point of view of economy, and to avoid additional expenditure it is suggested that the number of supervisors should be one-half to two-thirds of the present number of Assistant Deputy Educational Inspectors, while the Government Inspecting Officers should not exceed one-quarter to one-third of the present staff.

Primary teachers might be employed largely as supervisors on a special scale of pay, say, Rs. 45-3-75-5-125, with an immediate increase of Rs. 5 to Rs. 9 on first appointment. For the Government Inspecting Staff, men of higher academic qualifications, preferably trained graduates, would be necessary.

It would not be wise unduly to reduce the supervising and inspecting staff at the beginning, and while some witnesses have described the present inspecting staff as excessive, others have urged that it is far from adequate.

It may be pointed out that the proportion which the cost of inspection bears to the total cost of primary education in Bombay Presidency is less than in any other Province.

8. Status of Primary Teachers.

(*i*) As pointed out previously, the rules governing the relations between Government and local bodies in respect of primary education are based on the fact that there is one common cadre of teachers, who have all the privileges of Government servants, including fixed scales of pay.

We propose that in future the teachers should be more definitely the servants of the local education authorities, and not transferable from one to another except by mutual agreement. The question arises whether the local authorities should be allowed to fix the pay of teachers or whether the present system by which the pay is fixed by Government should continue.

It is obviously necessary that primary teachers should be paid at an adequate rate and that they should have reasonable security of tenure. On the other hand the present system is expensive and is resented by the local bodies, some of whom ask why they should be compelled to pay the Government rates when they can get satisfactory teachers for less.

It may be useful to consider what has happened in England. Until recently, local authorities made their own arrangements as regards teachers and the pay was fixed mainly in accordance with the law of supply and demand. The result was a general complaint that the teachers were underpaid.

After a good deal of agitation on the part of the teachers, a Standing Joint Committee, presided over by Lord Burnham, was created by Government, on which both the local education authorities and the teachers were represented. This Committee drew up a minimum scale of pay and three other standard scales.

The choice of a scale in any area is a matter for agreement between the local education authority and the teachers, subject to the approval of the Standing Joint Committee.

It is generally felt that a common scale of pay for the whole Presidency is not suitable owing to variations in the cost of living.

We suggest that a similar procedure to that obtaining in England be adopted, viz., *that Government should fix minimum rates of pay, but that local education authorities should be allowed to fix their own scales subject to these minima. To prevent extravagance maximum rates should also be fixed. These conditions would apply to new teachers only, as existing teachers must be given the pay which has already been sanctioned for them.*

It may be pointed out that the development of primary education depends very largely on the pay which is given to teachers, as this is responsible for over 80 per cent. of the expenditure. While it is essential that primary teachers should be paid at a reasonable rate, we realise that we cannot afford to be too generous, without either limiting the number of schools or levying unduly heavy taxation.

(*ii*) The next point to be considered is whether primary teachers recruited in future should be pensionable. There are objections to pensions, which need not be enumerated, and there is a strong feeling that a Provident Fund is preferable. The difficulty is that the maintenance of such a fund for primary teachers would involve an enormous amount of account work, but on the other hand there would be a saving in the clerical work required for keeping records of service.

We recommend that a Provident Fund be instituted for newly recruited primary teachers, if investigation shows that it is feasible.

(*iii*) The third question which has to be considered is security of tenure. At present primary teachers have the same security of tenure as other Government servants. They cannot be dismissed without a full enquiry, at which every opportunity is given to them of defending themselves. Existing teachers will naturally retain their rights in this respect.

We recommend that no primary teacher permanently employed by a local education authority should be dismissed without a full enquiry, held in accordance with the rules laid down by Government, by the District Education Board or School Board (in the case of Municipalities), provided also that an order of dismissal by such Board shall be confirmed by the District Council or Municipality, as the case may be.

Teachers already in employment should have the right of appeal to Government.

We suggest also that a similar procedure should be followed in cases in which it is proposed permanently to reduce a teacher's pay.

9. Financial Control of Government.

We consider that it is necessary for Government to exercise general control over the expenditure of the local education authorities to ensure that it has been incurred in accordance with the rules and that there has been no undue extravagance.

As pointed out previously, the budget will have to be submitted in about September to enable Government to make the necessary provision in the

Provincial budget for grants. It will be scrutinised to see that adequate provision for primary education has been made and that it conforms to the general rules of the Educational Department and to accounts principles, *e.g.*, that the recurring receipts are sufficient to meet the recurring expenditure, that the minimum balance has been maintained, and so on. The accounts of the local education authority will have to be audited every year by an officer of Government.

The sanction of Government will presumably be necessary for the levying of additional local taxation. It may be found necessary to allow the local education authorities to borrow money for non-recurring expenditure on buildings

In the case of Municipalities whose schools are managed by the District Education Board, their contribution towards the cost of their schools will have to be determined before the beginning of the financial year, and it is suggested that this should be based on the average attendance in the previous year and the estimated average cost per pupil for the whole district.

In this way the necessity of maintaining separate accounts for each Municipality will be avoided.

10. Taluka Boards, Panchayats, and School Committees.

(*a*) Taluka Boards.

The Taluka Local Boards have at present the power of determining the places at which new schools shall be opened and of deciding upon the transfer or abolition of existing Local Board Schools.

We have definitely made the district the unit of administration and proposed that the management of primary schools should be entrusted to a District Education Board on which each taluka will be represented.

It is not easy to fit the Taluka Boards into the scheme of administration.

We suggest that Taluka Boards should exercise such powers as may be delegated to them by the District Education Board.

(*b*) Panchayats.

Under the Panchayat Act one of the duties of the Panchayat is to supervise the village school.

We understand that rules are being framed under the Act, defining the powers to be entrusted to the Panchayat, and that these include the fixing at the beginning of each school year the school hours and the dates of the vacations and holidays, the carrying out of current repairs to the school building, and other duties which may be classed under the head of general supervision. We consider that the Panchayats should assist in procuring a suitable house for the school, and should be encouraged to build one with the assistance of a grant from the District Education Board. The Panchayats should not be allowed to interfere with the internal management and discipline of the school or to issue orders except in accordance with the powers granted to them.

It is anticipated that the grant of specific powers to the Panchayats will result in the members taking far more interest in the success of the school.

The duties of Panchayats in connection with attendance will be discussed in paragraph 12.

(*c*) School Committees.

In villages in which there is no Panchayat, we recommend that a School Committee should be appointed by the District Education Board.

Their duties would be similar to those proposed for Panchayats.

11. Machinery for enforcing Compulsion.

(*a*) School Committees.

The enforcement of compulsion should be left to the School Board or a Sub-Committee thereof in the case of municipal schools and to the Panchayat, or School Committee, if there is no Panchayat, in rural areas.

These Committees will be responsible for organising a census of all children when the Act is first applied in an area and for preparing a list annually of the children who will become liable for compulsory attendance in the next school year. They should also be responsible for seeing that parents do not fail to send their children to school, and lists of absentees should be sent to them by the Head Master of the schools in the area every week.

(*b*) Attendance Officers.

Where necessary a paid officer may be employed temporarily or permanently to carry out duties in connection with the enforcement of compulsion.

Such attendance officers will perhaps be necessary in City Municipalities, and District Educational Boards may have to employ a certain number, but we consider that the enforcement of attendance should as far as possible be entrusted to the representatives of the people themselves, *i.e.* to School Committees and Panchayats. The duties of the attendance officers of the District Educational Boards, if appointed, will consist mainly in the supervision and checking of attendance. In the beginning this work may, perhaps, be entrusted to the ordinary supervising staff

(*c*) Infliction of Penalties.

While the last thing we desire is to render compulsory education merely nominal by watering down the rules and regulations for enforcing it, we feel strongly that the willing co-operation of the people is necessary for real success. It is no doubt possible to coerce parents into sending their children to school, but compulsory education will fail in its purpose if the people come to look upon it as an oppressive measure, to be evaded if possible, and endured as an injustice, if it cannot be evaded.

We believe that more can be effected by moral suasion than by coercive measures in the beginning. For this reason, while we agree that in the last resource penalties must be inflicted on recalcitrant parents, we consider that every effort should be made to convince them of the value of education and to induce them to send their children to school voluntarily. We have referred previously to the need of propaganda, and we would again emphasise its importance.

We are not in favour of the infliction of penalties being entrusted to Magistrates, except perhaps in municipal areas, but suggest that a Committee of three persons should be constituted in each village, to whom all cases should be reported. These Committees should comprise the Chairman of the Panchayat or School Committee, as the case may be, and two members of the Panchayat or School Committee, elected by these bodies and holding office for 6 months.

The maximum penalty should be a fine of Rs. 5, but for the first offence Re. 1 might be fixed.

It has been suggested that the fines should be credited in each village to a fund to be used to purchase books and slates for poor children.

12. Legislation.

We have put forward a detailed programme for the introduction of compulsory education, and suggested changes in the control and management of primary education.

Legislation in respect of primary education is at present to be found in the Bombay District Municipal Act, 1901, the Bombay Local Boards Act, 1884,

and the Bombay Primary Education (District Municipalities) Act, 1918. (Patel Act.)

We propose that a separate and comprehensive Primary Education Act should be framed, dealing with the whole question of the management of primary education, and containing in addition, the provisions necessary for the introduction of compulsory education.

The general relations between Government and local bodies in respect of primary education which are at present laid down in the rules framed under the Municipal and Local Boards Acts might well find a place in a Primary Education Act.

CHAPTER VIII.

GENERAL QUESTIONS.

The fifth of the terms of reference is as follows:-

> To consider and report on any other matters germane to this question (introduction of free and compulsory education).

A number of points on which evidence has been received, which bear on the general question of compulsory education have, therefore, been considered.

1. Curriculum.

We consider that the aim of primary education should be to equip each pupil with a command of reading, writing and arithmetic which will not be lost within a few years of his leaving school. We realise of course that education means much more than this, but we feel that in the beginning the acquisition of what have been called the instruments of knowledge is of fundamental importance.

Although the present curriculum in primary schools has met with a good deal of criticism, we doubt whether the actual subjects taught in the first five years of the course can be modified to any great extent. Reading, writing, and arithmetic are the bases of elementary education and these subjects, with a little drawing, geography and history, are what are now taught in the primary standards.

We are of opinion, however, that the teaching of these subjects should be brought more into touch with the pupil's environment, that questions in arithmetic should deal with things which he has seen and understands, that geography should be taught with reference to the village, and so on. We do not, however, consider that direct vocational training is feasible in the primary course, *i.e.* up to Standard IV.

We are in favour of moral instruction being given in primary schools, chiefly by means of stories and lessons, but we are not prepared to express any opinion on the question of religious instruction, which is of far too complex a character.

We recommend that the curriculum should be modified and simplified where necessary so as to bring it into closer relation with the pupil's environment. The vernacular Readers should be revised in respect of language and matter as far as may be found necessary. Sufficient provision should be made for moral instruction by means of stories and lessons in the Readers.

2. Continuation of Education.

We have pointed out that all that can be done in the 5 years in the primary school is to equip the pupils with the power of reading and writing fluently and with some knowledge of the principles and practice of arithmetic, and we feel the urgent need of providing facilities for them to continue their education after

they have left school, especially in the villages. A number, it is hoped, will remain at school after completing the compulsory course, and for these we suggest the creation of schools with a vocational bias, *e.g.*, with special instruction in nature study and gardening as a preliminary to agriculture. Such schools may be classed as pre-vocational. The experiment of attaching a teacher of English to selected Local Board schools might also be considerably extended. Night schools and classes should be encouraged.

For the others, we consider that the production of interesting and instructive books in the vernacular, written in simple language, and published at very low rates is of the greatest importance. The pupils should be encouraged, to read such books while they are at school, so as to acquire the habit of reading. Much also might be done by the publication of newspapers and magazines of a healthy tone dealing with village life and current events, in a not too obviously instructive manner. Public lectures and even the cinematograph may also play a part in broadening the outlook of the village people and giving them a wider interest in life.

We recommend that pre-vocational schools and middle schools in which English is taught should be provided in rural areas, that night schools should be encouraged, and that steps be taken to provide an adequate supply of interesting and instructive vernacular literature, written in simple language and published at low rates.

3. Recruitment of Teachers.

A considerable number of witnesses have suggested that primary education would be more successful in rural areas if there were more teachers of the same caste as the pupils, or of a similar caste. While the Brahman, who belongs to a caste which is by heredity intellectual, naturally takes to the teaching profession, it is possible that he is somewhat aloof from the ordinary village interests, and inclined to deal with the abstract rather than the concrete in his teaching.

Stress has been laid on the importance of basing village education on the village and the activities of village life.

It has also been alleged that in some cases the Brahman does not encourage the agricultural classes to attend school. There are also arguments in favour of the school master being a local man, a villager himself, although there is the objection that he is apt to take sides in local quarrels.

We are not prepared to enter into any controversy on the subject of the caste of primary teachers, but we are disposed to recommend that the recruitment of teachers from the agricultural and allied classes and from the backward classes should be encouraged.

We are also of opinion that teachers should be recruited as far as possible locally, i.e. *for schools in or near their own towns or villages.*

4. Pay of Teachers.

Teachers in Government, Local Board, and Municipal primary schools have all the rights and privileges of Government servants, and are on fixed scales of pay.

These scales are as follows :—

Qualified but untrained assistants	...	Rs. 25
Qualified but untrained head-masters	...	„ 30
I Year trained teachers	...	„ 15-30
Selection grade	...	„ 40
II Year trained teachers	...	„ 20-40
Selection grade	...	„ 55
III Year trained teachers	...	„ 25-60
Selection grade	...	„ 75

10 per cent. of the cadre of trained teachers are eligible for selection grades. Untrained teachers of over 10 years' approved service may be granted I Year Certificates.

War allowance is given in addition to the above pay of trained teachers, for whom, however, minimum rates of pay, inclusive of allowances have recently been fixed as follows :—

I Year Rs. 30, II Year Rs. 35, III Year Rs. 40.

A Committee of the Legislative Council which sat in December, 1920, recommended the following scales :—

Qualified but untrained assistants	...	Rs.	25-½-30
Qualified but untrained head-masters	...	„	30-½-35
I Year	...	„	30-1-50
Selection grade	...	„	55
II Year	...	„	35-3/2-65
Selection grade	...	„	75
III Year	...	„	40-2-80
Selection grade	...	„	100

Opinions as to the adequacy of the present scales of pay vary greatly. Some witnesses, especially those from Sind, have advocated considerable increases. Others have suggested that the scales are unnecessarily high, and above what may be termed the "market rate".

The question is a very difficult one. On the one hand the labourer is worthy of his hire, and it would be a great mistake to entrust primary schools to 'sweated labour.' On the other hand the higher the pay of the teacher, the less rapid can be the expansion of primary education. There is definite evidence that in many districts the supply of candidates for teachers' posts is considerably in excess of the demand, in spite of the fact that a daily labourer can earn as much as a school master.

Teachers have always been poorly paid all over the world, possibly because the layman looks upon his life as one of comparative ease and contentment.

Very substantial increases have been given to primary teachers in Bombay during the last 10 years or so, especially to the untrained teachers, and in the initial pay of trained teachers. Those who formerly received Rs. 9 now get Rs. 25, and although the scales for trained teachers have not been proportionately raised it must be remembered that it was not until 1919 that these scales were definitely worked up to and teachers were granted their increments as they became due.

On the whole the minima now fixed appear to us to be adequate.

It has been suggested that part of the pay of teachers should be "by results", *i.e.*, should depend on the results of the examination or inspection of their schools or classes. There is something to be said in favour of such a course, but it is difficult to assess the work of a teacher on a mathematical basis, nor can a number of inspecting officers be expected to maintain a sufficiently uniform standard.

As regards increments, there is the danger that teachers may become lazy and indifferent if they receive their increments more or less as a matter of course, and it appears to be desirable to withhold increments from teachers whose work is not definitely satisfactory.

It is also necessary to discriminate between the pay of trained teachers and assistants, and while the scale proposed by the Committee of the Legislative Council is suitable for head masters, there appears to be no reason why assistant masters should go much beyond the present maxima, *viz.*, Rs. 30, Rs. 40 and Rs. 60 for I, II, and III year teachers respectively.

Some criticism of selection grades has been offered, and it might be better to attach somewhat higher rates of pay or special allowances to large and important schools.

At present there is nothing in the rules to prevent the head master of a small school or even an assistant master being given a selection grade.

The wider recruitment of primary teachers as inspecting and supervising officers would naturally improve the prospects of the better men, and would at the same time be economical.

An important question which must be considered is whether in future it will be possible to fix lower rates of pay for primary teachers. At present teachers are liable to transfer to any part of the district and in some cases to other districts. If the local authorities recruit their teachers locally, *i.e.,* from the villages in or near which the schools are situated, it may be found that they will be satisfied with less pay. It is cheaper and more convenient to live at home than in a strange village. The appointment of more teachers of the agricultural and similar classes may also tend to bring down salaries, as these men will be accustomed to village life, and are less likely to adopt a higher standard of living than their neighbours.

The localising of teachers is of special importance in Sind, where custom makes it difficult for a wife to accompany her husband when posted away from their own village.

On the whole the evidence before us tends to show that in many localities it will be possible to fix lower minimum rates of pay in future.

We may summarise our proposals as follows:—

We consider that the scales of pay proposed by the Committee of the Legislative Council in 1920 are not unsuitable provided that lower maxima and possibly smaller increments are fixed for assistant teachers, and that teachers are not granted their increments unless their work is definitely satisfactory. Local allowances may be sanctioned for areas in which the cost of living is specially high.

We are inclined to think that in future it will be possible to fix lower minimum rates of pay.

We suggest that the question of substituting a few more highly paid appointments in each area for the selection grades and the feasibility of recruiting the inspecting and supervising staff to a greater extent from primary teachers be considered.

5. Training of Teachers.

The importance of employing an adequate proportion of trained teachers cannot be overrated, but at the outset we are met with the question of cost. Not only has the cost of training to be considered, but also the much higher salaries paid to trained teachers. Consequently provision can be made only for the minimum proportion of trained teachers consistent with efficiency.

We do not propose to deal with the training of women teachers, a problem full of difficulties, except to suggest that the training of women for employment in rural schools should be encouraged in every way. The proportion of trained masters in different divisions of the Presidency varies a great deal, but on the average 47 per cent. are trained.

There are 2,949, 3,628, and 3,024 teachers holding the III, II and I Year Certificates respectively, while 12,229 are untrained.

Out of 6½ lakhs of boys in primary schools on 31-3-1921, only 61,000 or 9 per cent. were in classes above Standard IV.

Untrained and I year teachers should be competent to teach the lower standards and we, therefore, consider that the number of II and III year teachers should be kept as low as possible. On the other hand, efforts should be concentrated on turning out a large number of I year masters.

It is also a question whether practical training on the lines of the normal classes which were held formerly should not be made use of. A candidate for employment might be posted for six months in a large school under a competent Head Master and given a stipend, if necessary. Part of his time would be devoted to watching good teachers at work and part to teaching under supervision. Some academic and theoretical instruction might also be given. Such a scheme is to some extent in the nature of an apprenticeship system. Until a candidate has successfully completed his six months' course, he should not be eligible for the pay of a qualified teacher. There is at present no dearth of trained III year teachers capable of supervising such classes.

It must be remembered that the greater part of the time spent in the Training Colleges is devoted to academic studies, and that a candidate who has passed the V. F. Examination has or ought to have a sufficient knowledge of the ordinary school subjects to teach the lower classes. What he needs most is guidance and practice in teaching.

An interesting suggestion has been made that a Training College should be started in some rural area and staffed with men with rural experience, so that teachers for village schools may be trained in a rural atmosphere.

We recommend that the number of teachers who are given two or three years' training should be kept as low as possible, and that training institutions should concentrate their efforts on turning out I year trained teachers, capable of teaching any class up to Standard IV. We suggest also that the question of demanding six months' apprenticeship or attendance at a normal class before a teacher is classed as 'qualified' be considered.

We also suggest that enquiries be made to determine whether the training given in existing training institutions is altogether suitable for teachers in village schools.

6. The Shift System.

The original idea underlying the "Shift" system is the better utilisation of school buildings.

Ordinarily a building is occupied by one set of boys only each day. The question is whether more than one set can be accommodated by modifications of the school hours. In many parts of the Presidency a school could be open from 7-30 a.m. to 5-30 p.m. for the greater part of the year, *i.e.*, for ten hours and it would be theoretically possible to have two separate sets of teachers and pupils, thus doubling the accommodation provided by one building. There is, however, no saving in staff.

A further modification has been suggested for primary schools, *viz.*, a reduction in the number of school hours. At present boys attend for 5 or 6 hours, and it is proposed to reduce these to three, at any rate in the lowest classes. Half the pupils would meet for 3 hours in the morning and the other half for 3 hours in the afternoon. No satisfactory name has been suggested for such a system, which for want of a better one we will continue to call the "Shift" system.

Such a scheme would allow nearly twice as many children to be taught with the same staff and building.

The "Shift" system, with or without reduced hours, appears to be practicable in the lower classes of large Municipal schools and probably in large rural schools, and it is said to have been tried successfully in a few cases.

Several witnesses have expressed a doubt whether a Shift system with reduced hours is feasible in small village schools, and whether one teacher is capable of 6 hours' intensive teaching daily.

If the hours are reduced from 5 to 3, it follows that a boy must learn in 3 hours what he formerly learnt in five. On the other hand, it is urged, and with reason, that in the small school with one teacher for 3 or 4 classes, the actual amount of teaching which each class gets is small and there is not much object in keeping a child in school when the teacher is attending to other classes.

Perhaps the most unsatisfactory feature of the present system of primary education is the "one man school", and it cannot be denied that it results in very serious stagnation in the lower classes and that the majority of the pupils remain at least 2 years in the Infant Class and do not as a rule get beyond Standard II or Standard III—the average period that a boy stays at a primary school has been calculated to be a little over 4 years.

It is generally conceded that a child must have completed Standard IV if he is to retain the knowledge he has acquired, and he cannot therefore afford to spend 2 years in any class.

The question to be decided is whether the so-called Shift system and reduced hours are likely to bring about an improvement or a deterioration in the matter of stagnation. Although it may appear paradoxical to suggest that reduced attendance at school will result in more efficient education, we are inclined to think that the system is worth a trial. It must be remembered that children in the Infant Class require far more attention from the teacher than others. They can neither read nor write, and it is not easy to provide them with tasks which they can perform without assistance. Once a pupil has learnt to read and write, he can be allowed to work by himself.

It is essential to the success of the 'Shift system' that one shift should be devoted to the Infants only, or with not more than one other small class, preferably the highest. If the teacher devotes $2\frac{3}{4}$ or 3 hours entirely to the Infant Class more or less continuously, it is probable that considerably better progress will be made than at present, when these small children have to sit about for long hours with little or nothing to do. It is also important that children should be admitted to the Infant Class in the beginning of the school year, except in the case of the transfer of parents or guardians, so that all may be on the same level, and it is desirable that children below the compulsory limit of ages should not be admitted, as they are not likely to be able to keep up with the older children, and once the class has to be divided into 2 or 3 sections, the whole scheme will fail.

We consider also that where more than three standards are taught in a school in addition to the Infant Class, there should be at least two teachers.

It will then be possible for the higher classes to attend school for longer hours.

There are weaknesses in the 'Shift' system, which cannot be ignored.

The capacity of a teacher to work for 6 hours a day at much higher pressure than he does at present has been denied by several witnesses. It has also been pointed out that similar schemes have been tried in the past and failed owing to the opposition of parents, who considered that they were entitled to a full day's teaching for their children. Further there may be domestic difficulties in the way of children belonging to the same family attending school at different hours, or of the infants having to walk to school unaccompanied.

Another objection which has been raised to the reduced hours is the fear that the pupils after completing Standard IV will not be sufficiently advanced to join an Anglo-Vernacular school. It is not proposed materially to reduce the curriculum, and time alone can show how far children are able satisfactorily to complete the primary course in five years, if school hours are reduced in the lower classes.

On the whole we are prepared to recommend that local authorities who desire to introduce the 'Shift' system, by which half the pupils in the lower classes attend school in the morning and the other half in the afternoon, should be allowed to do so, but we consider that the experiment should be watched carefully.

7. Aided Schools.

At present about 140,000 pupils are attending aided primary schools, but owing to the increased cost of living and the small fees which are paid in such

schools, and in view of the probable effect of making primary education free, it is not anticipated that there will be any great increase in the number of aided schools unless the grants are materially increased, and for this reason the cost of our programme for compulsory education has been calculated on the assumption that the additional pupils will attend Government, Municipal, and Local Board schools.

At the same time it is realised that aided schools are usually cheaper than schools under public management and that encouragement should be given to them if they are reasonably efficient. We understand that there are in many 'school-less' villages qualified men who are prepared to open schools, if they are assured of adequate remuneration. We recommend that such enterprises be encouraged, at any rate, as a temporary measure. It will be necessary, however, to modify the present system of awarding grants on the expenditure and to substitute one based partly on attendance and partly on examination results. A Local Board school of 25 pupils will cost approximately Rs. 500 annually. It therefore appears to be not unreasonable to award a capitation grant to an aided school of the same size up to Rs. 10 per pupil. We would limit this concession, however, to aided schools open to all classes of pupils, which could be registered for the purposes of a Compulsory Education Act in selected villages in which there is no Local Board School. The experiment would have to be carefully watched, as it is obviously undesirable to encourage what are called 'venture' schools, *i.e.*, schools opened solely with a view to making money, frequently by wholly incompetent persons.

We recommend that private enterprise in opening schools be encouraged especially in rural areas not already provided with schools, provided that due care is taken that efficient schools only are awarded grants.

In conclusion we desire to place on record our warm appreciation of the valuable services rendered to the Committee by the Secretary, Mr. M. Hesketh, I.E.S.

*N. G. CHANDAVARKAR, Chairman.

†P. J. MEAD,
G. K. CHITALE,
‡P. R. CHIKODI,
D. D. GHOLAP,
†B. G. PAHALAJANI,
C. M. GANDHI,
†GHULAM HUSSAIN KASSIM,
D. A. VICHARE,
†F. B. P. LORY,
} Members.

M. HESKETH,
Secretary.

15th May 1922.

*I have signed this Report *pro forma*, as it will come on for discussion in the Legislative Council, and my capacity as President of that Council requires that I should take no sides in a controversy and should not commit myself to any view in the Report. It was upon that definite understanding that I was appointed Chairman of the Committee by H. E. the Governor in Council.

N.G.C.

† Have sent in notes of dissent on some points.

‡ Is sending in a note of dissent on the main points.

These will be printed in a supplement.

APPENDIX A.

List of Witnesses who gave oral evidence.

Archbishop of Damaun, Bombay.
Mr. S. Bakarali, Poona.
„ A. J. Bangi.
„ G. C. Bhate, M.L.C., Roha.
„ C. E. Chatfield, C.I.E., I.C.S., Ahmedabad.
„ B. K. Dalvi, B.A., LL.B., Belgaum.
„ G. M. Desai, Nadiad.
„ P. K. Desai, Ahmedabad.
„ R. S. Dikshit, B.A., Poona.
„ R. D. Gaonkar, Assistant Deputy Educational Inspector, Kanara.
„ V. L. Gatne, B.A., Poona.
„ T. S. Girme, Baramati.
„ I. M. Hatrote, Nipani.
„ B. V. Jadhav, M.L.C., Satara.
„ D. S. Jadhav, Bijapur.
„ N. T. Jadhav, Bombay.
Rao Saheb Papanna Jalliah, Belgaum.
Mr. K. G. Joshi, B.A., I.E.S., Poona.
„ S. V. Joshi, Satara.
„ V. M. Joshi, M.A., Poona.
Khan Bahadur S. S. Kadri, I.S.O., F.B.U., B.A.
Rao Bahadur R. R. Kale, LL.B., M.L.C. Satara.
Mr. G. G. Kamble, Poona.
Prof. K. R. Kanitkar, M.A., B.Sc., Poona.
Rao Bahadur Thakorram Kapilram, B.A. LL.B., Surat.
Mr. V. R. Kothari, B.A., Poona.
„ T. A. Kulkani, Bombay.
„ B. P. Kunte, Alibag.
Miss J. Latham, Ahmednagar.
Mr. A. M. Latthe, B.A., LL.B., M.L.A.
„ E. G. L. MacGregor, I.C.S., Belgaum.
„ Dada Jinnappa Madwanna Dudhgaon.
Rao Bahadur A. U. Malji, Broach.
Mr. S. S. Mangsoli Athni.
Dr. H. H. Mann, Director of Agriculture.
Mr. M. B. Marathe, B.A., LL.B., Belgaum.
Mr. J. R. Martin, I.C.S.
„ A. M. Masani, M.A., B.Sc., Baroda.
„ A. Master, I.C.S., Dharwar.
„ R. G. Mehta, Surat.
Divan Bahadur S. V. Mensinkai, Dharwar.
Rao Saheb M. L. Naidu, Belgaum.
Rao Bahadur R. G. Naik, M.B.E., Belgaum
Mr. F. T. Nalvadi, Dharwar.
Rao Bahadur R. M. Nilkanth, B.A., LL.B., M.L.C., Ahmedabad.
Mr. Pandurang Narayan Adhav, M.L.C., Satara.
„ N. K. Patel, B.A., LL.B., Nasik.
„ R. B. Patel, F.R.A.C., M.R.A.S.E., Baroda.
„ R. D. Patel, Rajkot.
Sirdar J. V. Pathakaji, Surat.
Mr. S. V. Pathan, B.A., LL.B., Dhulia.
„ B. L. Patil, B.A., LL.B., Dharwar.
„ H. K. Patwardhan, F.T.C., BA., LL.B., Ahmednagar.
„ R. N. Perur, B. A., Dharwar.
„ R. G. Pradhan, B.A., LL.B., M.R.A.S., Nasik.
„ F. G. Pratt, I.C.S.
„ M. J. Ravan, Nipani.
„ R. P. Sabnis, B.A., Poona.
„ M. R Sakhare, M.A., Belgaum.
„ D. V. Saundankar, Dhulia.
„ D. Y. Sawant, Belgaum.
„ L. J. Sedgwick, I.C.S.
„ D. L. Shinde, Bahal (East Khandesh).
„ V. R. Shinde, Poona.
„ K. A. Sirdeshpande, Manoli.
„ R. S. Surve, B.A., Poona.
„ H. P. Thackersey, Bombay.
„ A. V. Thakkar, Poona.
„ D. R. Vadekar, Rahuri.
„ K. S. Vakil, B.A., Poona.
„ S. G. Vaze, Poona.

SIND.

Mr. R. D. Advani, B.A., Karachi.

„ Tyebali Alibhoy Karimji Alavi, Karachi.

„ L. G. Bhojwani, B.A., Karachi.

The Hon'ble Mr. G. M. Bhurgri, Barrister-at-law, Hyderabad.

Mr. E. J. Bolus, I.C.S., Nawabshah.

„ S. D. Contractor, B.A., Karachi.

„ W. Grieve, M.A., I.E.S., Karachi.

„ S. Abdul Haq, Jacobabad.

„ S. Wali Mohamed Hassanally, M.L.A.

Mr. G. N. Kazi, Hyderabad.

„ R. M. Kewalramani, Karachi.

Khansaheb Dilmuradkhan Khoso, Jacobabad.

Mr. D. P. Kotwal, Karachi.

„ Jamshed N. R. Mehta, Karachi.

„ Nainimal Totaldas Karachi.

Mr. V. G. Pradhan, M.A., L.T., Karachi.

Prof. S. C. Shahani, M.L.A., Karachi.

APPENDIX B.

Question I.—Are you in favour of the introduction of a system of compulsory primary education, *i.e.*, will you send your children, girls as well as boys, between the ages of 6 and 11, to school if there is one in your village or within a mile or two of your village?

Question II.—Do you think that the people of the class to which you belong would support a compulsory system of primary education, and send their children to school if there were one near?

Question III.—If a compulsory system of primary education is introduced, do you understand that if any child absents himself from school without reason his parent or guardian will be liable to be fined? And do you accept this system and do you think that the people of your class will approve of it?

No.	Caste.	No. of Witnesses.	Question I.		Question II.		Question III.		Remarks.
			For	Against.	For.	Against.	For.	Against.	
	Deccan.								
1	Bhangi ...	4	4	...	4	...	3	1	
2	Bhil ...	6	5	1	5	1	3	3	
3	Bohara ...	1	1	...	1	...	1	...	
4	Chambh ...	70	38	32	38	32	38	32	
5	Dhangar ...	1	1	...	1	...	1	...	
6	Kaikadi ...	2	2	...	2	...	2	...	
7	Koli ...	4	4	...	4	...	2	2	
8	Mahar ...	167	97	70	97	70	96	71	
9	Mang ...	78	55	23	55	23	55	23	
10	Maratha ...	3	3	...	3	...	3	...	
11	Paradhi ...	1	1	...	1	...	1	...	
12	Ramosh ...	2	2	...	2	...	2	...	
13	Vanjari ...	2	2	...	2	...	1	1	
14	Vaswas ...	5	*5	...	5	...	...	5	*Except at the time of sowing.
		346	219	127	219	127	207	139	
	Konkan.								
1	Bari ...	1	...	1	...	1	...	1	
2	Bhandari ...	3	2	1	2	1	2	1	
3	Chambhar ...	32	†24	8	24	8	21	11	†4 say for boys only.
4	Deoli Maratha ...	3	1	2	1	2	1	2	
5	Dharkoli ...	1	1	...	1	...	1	...	
6	Dhorka Jodi ...	1	1	...	1	...	1	...	
7	Gabit ...	3	2	1	2	1	2	1	
8	Kathodi ...	1	1	...	1	...	1	...	
9	Katkari ...	4	†2	2	2	2	2	2	† Do.
10	Koli ...	4	2	2	2	2	2	2	
11	Konkane ...	6	†6	...	6	...	6	...	† Do.
12	Kunabi ...	23	20	3	20	3	15	8	
13	Lohar ...	2	†2	...	2	...	2	...	† Do.
14	Mahadeo Koli ...	1	1	...	1	...	1	...	

No.	Caste.	No. of Witnesses.	Question I.		Question II.		Question III.		Remarks.
			For.	Against.	For.	Against.	For.	Against.	
	Konkan—contd.								
15	Mahar ...	68	*51	17	51	17	47	21	*6 say for boys and also free and book and slates supplied free.
16	Mangale ...	2	...	2	...	2	...	2	
17	Maratha ...	5	3	2	3	2	3	2	
18	Parit ...	2	1	1	1	1	1	1	
19	Sutar ...	3	...	3	...	3	...	3	
20	Teli ...	1	1	...	1	...	1	...	
21	Thakur ...	4	3	1	3	1	3	1	
22	Vadar ...	3	3	...	3	...	3	...	
23	Warali ...	12	†10	2	10	2	10	2	†For boys only
24	Others ...	10	†2	8	2	8	2	8	† Do.
		195	139	56	139	56	127	68	
	Karnatak.								
1	Ager ...	1	1	...	1	...	1	...	
2	Ambigar ...	1	1	...	1	...	1	...	
3	Ambir ...	2	1	1	1	1	1	1	
4	Chamar ...	6	5	1	5	1	2	4	
5	Chambhar ...	1	1	...	1	...	1	...	
6	Dhed ...	1	1	...	1	...	1	...	
7	Gabit ...	3	3	...	3	...	1	2	
8	Gam Vakkal ...	3	‡2	1	2	1	2	1	‡ For boys only
9	Halaki Vakkal ...	3	‡2	1	2	1	2	1	‡ Do.
10	Halepaik ...	2	1	1	1	1	1	1	
11	Harankant ...	1	1	...	1	...	1	...	
12	Harikantar ...	2	1	1	1	1	...	2	
13	Holer ...	4	4	...	4	...	4	...	
14	Hulsar ...	3	3	...	3	...	2	1	
15	Hulsawar ...	1	1	...	1	...	1	...	
16	Kere Vakkal ...	2	‡1	1	1	1	1	1	‡ Do.
17	Kharvi ...	6	‡4	2	4	2	3	3	‡ Do.
18	Lamani ...	2	2	...	2	...	2	...	
19	Mahar ...	2	§1	1	1	1	...	2	§ Books and slates should be supplied free.
20	Metri ...	2	...	2	...	2	...	2	
21	Moger ...	3	3	...	3	...	3	...	
22	Mochi ...	3	¶3	...	3	...	2	1	¶ For boys only.
23	Namdhari ...	4	4	...	4	...	3	1	
24	Sunnagar ...	1	...	1	...	1	...	1	
25	Vaddar ...	2	2	...	2	...	2	...	
		61	48	13	47	14	35	26	

No.	Caste.	No. of Witnesses.	Question I.		Question II.		Question III.		Remarks.
			For.	Against.	For.	Against.	For.	Against.	
	Gujarat.								
1	Baria ...	2	2	...	2	...	2	...	
2	Barudia ...	1	...	1	...	1	...	1	
3	Bhangi ...	29	4	25	4	25	3	26	
4	Bhandaria ...	1	1	...	1	...	1	...	
5	Bhil ...	3	2	1	2	1	...	3	
6	Chamdia ...	5	...	5	...	5	...	5	
7	Chamar ...	5	...	5	...	5	...	5	
8	Chodra ...	2	...	2	...	2	...	2	
9	Dharala ...	54	4	50	4	50	...	54	
10	Dhed ...	48	...	48	...	48	...	48	
11	Dhodia ...	1	...	1	...	1	...	1	
12	Dubla ...	2	...	2	...	2	...	2	
13	Fishermen ...	3	3	...	3	...	3	...	
14	Gamat ...	1	...	1	...	1	...	1	
15	Jangato ...	1	1	...	1	...	1	...	
16	Kasuve ...	1	...	1	...	1	...	1	
17	Koli ...	5	3	2	3	2	1	4	
18	Mahomedans ...	59	*6	53	6	53	4	55	* For boys only.
19	Nayak ...	1	...	1	...	1	...	1	
20	Patanwadia ...	2	2	...	2	...	...	2	
21	Rabari ...	1	...	1	...	1	...	1	
22	Sunni Bohara ...	1	...	1	...	1	...	1	
23	Talapda ...	1	1	...	1	...	...	1	
24	Thakurda ...	6	*6	...	6	...	6	...	Do.
25	Vabru ...	3	1	2	1	2	1	2	
26	Wahgari ...	9	2	7	2	7	...	9	
27	Others ...	10	2	8	2	8	2	8	
		257	40	217	40	217	23	234	
	Sind.								
1	Bhangi ...	1	...	1	...	1	...	1	
2	Bhil ...	2	1	1	1	1	1	1	
3	Criminal Tribes ...	2	2	...	2	...	2	...	
4	Depressed Classes ...	3	1	2	1	2	...	3	
5	Jandhar ...	1	...	1	...	1	...	1	
6	Kabri ...	1	1	...	1	...	...	1	
7	Negro ...	2	...	2	...	2	...	2	
8	Mahomedans ..	64	15	49	15	49	15	49	
9	Others ...	8	2	6	2	6	2	6	
		84	22	62	22	62	20	64	

Area.	Total No. of Castes.	Total No. of Witnesses.	Question I.		Question II.		Question III.	
			For.	Against.	For.	Against.	For.	Against.
Grand Total.								
Deccan ...	14	346	219	127	219	127	207	139
Konkan ...	24	195	139	56	139	56	127	68
Karnatak ...	25	61	48	13	47	14	35	26
Gujarat ...	27	257	40	217	40	217	23	234
Sind ...	9	84	22	62	22	62	20	64
Total ...	99	943	468	475	467	476	412	531

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COMPULSORY EDUCATION COMMITTEE.

SUPPLEMENTARY PAPERS.

		Page.
1.	Note on Special Features of Sind, by Mr. B. G. Pahalajani ...	1
2.	Note by Mr. D. A. Vichare ...	3
3.	Note by Messrs. P. J. Mead and F. B. P. Lory ...	3
4.	Minute of Dissent by Mr. P. R. Chikodi ...	4
5.	Note on Compulsory Education by Mr. Ghulam-Husain Kassim ...	21

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BOMBAY BRANCH
OF THE
Royal Asiatic Society.

Note on Special Features of Sind with respect to Compulsory Primary Education by Mr. B. G. Pahalajani.

The village life in Sind differs considerably from that in the Presidency; its population is nearly 4/5ths Mohamedan, mainly agricultural, beyond Municipal areas. Within City Municipal areas or other less important but large Municipalities, distribution of Hindus to Mohamedan population is generally 2 to 1; in rural areas, excluding large villages, more or less village towns, the predominance of the Mohamedans is, in many cases, as much as 9/10th. In such rural areas, Hindu cultivator is rare. He is chiefly the shop-keeper; even in large pucca built villages, Hindu landlords are a recent growth, having entered into the proprietorship of land by mortgage or purchase. Even in these the predominance of Mohamedan population is marked.

It is stated in the Report that in Sind, the average area of a village is 9 square miles compared to 3½ in the Presidency proper, a village being the revenue unit, including lands appertaining to a particular village. In Sind, the constitution of village life is that there are large numbers of villages in each Taluka containing inhabitants numbering 25 to 500, sometimes more. Around them, cluster smaller villages containing 150, 100, 80 inhabitants, interspersed with hamlets containing from 8 or 10 houses to 2 or 3 houses, containing 10 to 30 inhabitants. As some Talukas in Sind meet the desert at their extremities, and are all sand dunes, no village of any *appreciable* size may be observed within a distance of even 10 to 12 miles. This scattering of small villages and hamlets in Sind is a concomitant of the present land tenure system in Sind, different as it is from the Presidency proper. Before the British conquest land was held by head of tribes, sub-tribes and their relations; the rest were the serfs or the cultivators; the former became a distinct Zamindar class, more powerful and in touch with the Government officers; their cultivators had no proprietory right. The Revenue system in Sind organized by Mr. Erskine, Commissioner in Sind, recognised the right of the "Buniyadi Khatedar"—to be granted more and more land on account of his having had existing occupation in a particular area. This led to the accentuation of the differences of rights, between the Zamindar and the cultivator. It is only in newly opened areas that the cultivator class has had a slight chance of being inserted as a wedge. This Zamindar class is eminently serviceable to the administration: in return is awarded not only honors, but granted lands generally in preference to the poorer cultivator class who has no access to—the right to call on—an administration.

The Zamindar of Sind is the product of this system; one need not be surprised to find them owning large acreage sometimes extending over miles and a multitude of villages. This enlarged proprietorship, usually growing in size, entails employment of a large number of cultivators under *one* master. Concentration of a number over certain areas, a general scattering in larger and smaller groups, according to irrigational or other facilities over various points on the land, sometimes permanent, sometimes temporary, is the result. This scattered population build hamlets, which are sometimes shifting and even agricultural villages, containing 50 or 100 or 200 inhabitants, men, women and children. When a moderate sized hamlet rises on the field a Hindu shop-keeper or two attaches himself to the village to supply their necessities.

On account of this system of dispersion of the cultivating class over large areas, large villages of appreciable dimensions, say of 250 souls, are rarely school-less. There are proportionately a larger number of schools in Sind in real substantial villages than in the Presidency proper. To these schools even at present, come, though voluntarily, boys of some of the smaller villages or hamlets, fairly within the distance of 1½ to 2 miles. As the concentration of Hindus is greater in large villages or town villages, though included in the rural area, the number of Hindu school-going boys is much larger, because the abundance of hamlets excludes the sons of Mohamedan cultivators from attending schools.

In Sind, therefore, the conditions as they exist are that each District contains Talukas, some compact teeming with villages and hamlets at short distances –others extending in length in one direction containing arid areas and a shifting population dependant upon water and rains. There are Talukas of different densities in each District, such differences being very disproportionate and uncertain in many cases. Taking for instance, the Taluka of Sukkur, which is a small compact one having a length of 16 miles in 3 directions. It has a large number of very large, moderate sized villages, in addition to the hamlets round about each village. Across the River, another Taluka Rohri extends right up to the borders of the Jesalmer desert, 48 miles on one side –the last 20 being sand dunes, 24 on the other and as much on the third; it contains few large villages –many small ones, numerous hamlets, specially over the sand dunes, scattered over vast areas. While the first Taluka contains a school perhaps within every 2 miles, in the other there will be tracts of land, extending over 8 to 10 miles, which have not and cannot have a school. One Taluka has facilities superior to that of the Presidency for introduction of compulsion on account of the nearness of already existing schools: and more boys can be brought within the radius of a circle drawn round each existing school; while it is difficult to bring certain areas into an appreciable centre furnishing the minimum number of boys for starting a new school: I am quoting 2 Talukas as an instance. I believe, every District is so circumstanced except perhaps the Larkana District, which is far denser District and possesses a conglomeration of far superior villages except where it borders Kelat.

In my opinion, therefore, there is no ostensible objection to introducing compulsory education for boys in Sind; but there will be this variation between the Presidency division and Sind, that here, in each less dense Taluka, there will be larger areas that will fall out of the circle drawn with the maximum radius of distance for compelling boys to come and will therefore necessarily involve far larger exemptions. I am strongly of opinion that the period within which it should be done should be under these special features 1½ times that for the Presidency. With the materials already before the Educational Department in Sind, *i. e.*, the location of existing schools and the population of each village containing such schools circles can always be drawn with the radius of distance fixed by law for compulsion. By this method, a few areas will be accepted in many of the Talukas and provision can be made in many of them with an equitable distribution.

In the rural areas in Sind, in hamlets or even in smaller villages containing 50 or 100 souls, a Panchayat does not exist. It is a distinct entity only in larger villages –it is called the Mahajan; in ordinary small villages, the Mohamedan Khatedar even a minor landholder owning 25 or 30 acres of land, wields all the power.

Therefore in smaller rural areas, where Hindu population is sparse, the only feasible way of enforcing compulsory education, will be through the local Khatedar or Zamindar, mostly a Mohamedan and in large villages, through the Zamindar, as well as the Panchayat; Panchayats in hamlets are unknown. The landholding class in Sind is so entirely dependant on his Executive District or Taluka officers; if told by the executive that it is a part of their duty to Government to compel boys between 6 and 11 to go to school, they will do it readily: that is the only agency that will work in Sind with the present land system. An insistence by executive officers on this part of their duty is necessary to advance the policy.

None of the real cultivator class was examined by the Committee, while in Sind, though I know that the attitude of that class in Sind as elsewhere, is adverse to this step on account of their children being an agricultural asset to them; but the need of it is greater in Sind, as the indebtedness of the agriculturist here is greater than elsewhere. The bania, who supplies their daily articles of food or clothing, has his account which usually terminates in a balance of account usually "marked" by the illiterate cultivator. This debt is an always growing item.

For the introduction of compulsory education within Municipal areas too the period should be longer—1½ times as much.

Mulla Schools.

The trend of evidence before the Committee in Sind from Hindus and Mohamedans of light and leading, like Messrs. Bhurgri, Shahani, Hindu Deputy Educational Inspectors and others, was of condemnation or the usefulness of Mulla schools. They were all agreed that they are a fraud. In Sind, none but the Educational Inspector and the Deputy Educational Inspector, Mulla schools, whose latter's very existence depends on their continuance, and who too had to admit in his examination the fraudulent nature of many of them, had any defence to make or a good work to put in for their continuance as boys' schools. In villages a Mulla lives in a Masjid, he begs bread in the village or it is sent to his Masjid free. He goes out to attend on the cultivators on their fields to beg his dues at the harvest season. He officiates at deaths, and marriages in and outside the village at various places. He usually does odds and ends for the local or the neighbouring Zamindar. He, therefore, cannot be a whole time teacher and can never be or made to be. As he is paid not on the result of his inspection, because no real "code" work is insisted on, he is indifferent to his work or even to drafting of sufficient pupils. When an officer is on circuit, the Mulla is awake, and is careful enough to keep in attendance a large number of boys real and fictitious. A conference in Sind, held last year at Larkana of all Educational officers disclosed the real state of facts. Their continuance as "approved schools" for boys will not only be a waste of money, but an anomaly. He is not required to be trained. He has to attend a school for 3 months and learn of teaching what trained masters have to do in 2 years. Most of the Mullas know less of reading, arithmetic and other subjects, except Koran than 4th or 5th standard boys do.

Mulla schools are good enough to teach the Koran only, both to boys and girls.

Introduction of girls' education in rural areas (except in large villages) in Sind does not appear feasible to me; they can learn what they wish at a Mulla's, unlike the Maratha and Gujarat country, there are no Mohamedan educated mistresses or girls and their parents would not send girls to a boys' school.

In large villages, it will be more feasible and useful to have girls' school in Hindu and Mohamedan quarters termed "Mohalla school." It can be tried with advantage on a voluntary basis. In Municipal areas in Sind, compulsory education can be introduced for girls, but it will require twice the period for them as well. As for the rural areas, the decision of the Committee about girls as regards the Presidency, applies.

Note by Mr. D. A. Vichare.

The whole report is approved except two minutes of dissent namely:—(1) page 22, clause (*c*)—proposing to substitute simultaneous compulsion with other areas as proposed also by Mr. Chikodi—I support Mr. Chikodi's views on this point. (2) Page 38, clause 6, to add "that the Educational Board shall be a subordinate Board to the District Local Board."

Note by Messrs. P. J. Mead & F. B. P. Lory.

In para. 2 of Chapter VI we have agreed to the suggestion of certain additional sources of taxation, but we must dissent from the suggestions numbered 4 and 5, as we do not consider it open to Government to reconsider grants made by past Governments. A tax levied on these specific recipients of grants would inevitably be regarded as a breach of faith, and we are prepared to make no recommendation which would give rise to any such imputation.

Dissenting Minute by Mr. P. R. Chikodi.

I am not in favour of the programme laid down in the majority report for the introduction of compulsory primary education. It is recommended that (1) compulsion should be introduced into the City-Municipalities within a period of 5 years, and (2) that non-City-Municipalities and *villages, where schools already exist,* should have compulsion introduced within a period of 7 years. As regards the villages which have not got schools, it is proposed that, in the first place, schools should be started on a voluntary basis *provided the people are ready to produce 30 children of the school-going age* and that, in the second place, compulsion *may be introduced* in these villages,

(1) if Local authority gives sanction to it ;

(2) if two-thirds of the rate-payers or cess-payers desire it ;

(3) if a period of 3 years has elapsed after a school has been started, *i.e.*, a school should pass through a three years' period of probation ; and lastly,

(4) if funds permit.

Out of the total number of 26,730 towns and villages in the whole of the Presidency,

10,000 are towns and villages provided already with schools, and

16,730 are villages without any school.

(*Vide* Appendix I.)

Of the latter, there are 8,034 villages which have each a population of less tha_ 250, and where schools even started are not likely to flourish. The consideration of these villages may, for the time being, be omitted. So, there remain 8,696 villages whose population is above 250, where people are steeped most in ignorance, where the need of literacy is most pressing, and where schools can be successfully started. Now the effect of the above mentioned proposals will be that, in the case of these 8,696 villages, the Compulsory Education Act, if it comes into existence, will be absolutely meaningless and negatives the very fundamental principle accepted in all civilised countries in the matter of primary education. The starting of a school, even on the voluntary basis, that is to say, where the attendance is voluntary and not compulsory, is made *conditional* upon the population producing a set of 30 children. The imposition of such a condition may seem reasonable and necessary in the case of those villages where the population is less than 250. For, according to the scale of percentage which we have adopted for the children of the school-going age to the population, *viz.*, 12½ per cent., it might not be possible to get 30 children in a village with less than 250 population. But we have altogether omitted out of consideration the case of such villages, and have been dealing with only those villages whose population is above 250 ; and it can safely be assumed that according to the scale of 12½ per cent. a village with 250 population can produce 30 children of the school-going age. If this is clear, then, where is the necessity for imposing the condition of producing 30 children ? Besides, how this condition should be satisfied is not mentioned. If some people in a village apply that they are ready to produce 30 children and they should be given a school, others of an opposite faction will surely be found to apply that there is no likelihood of getting 30 children and that there is no necessity for a school. The thumb-impressions of the same ignorant villagers will be found on both the applications. There have been many cases of cunning people having deceived the villagers in this way. This conditional clause of producing 30 children will only serve, if it serves any purpose at all, to afford an indifferent authority a convenient excuse for refusing the request of the villagers. As regards the introduction of compulsion, the heaviest obligation that could be imagined has been thrown upon the villagers to make out their case as being fit for compulsion. This shows that compulsion will be introduced only as a matter of favour upon the ignorant villagers, as if there is absolutely no obligation of any kind upon Government to introduce it, as if Government have got no interest at all in removing the illiteracy, and lastly, as if the villagers alone, as distinct from

Government, are going to derive all the benefits for themselves and Government stands to gain nothing. Time was when Governments everywhere did not consider the removal of illiteracy as one of their fundamental duties. But now it is an accepted principle in all the civilised countries that the whole nation is benefited if its people are literate, that the removal of illiteracy is a matter of national concern and that it is one of the most important functions of Government to take upon itself the duty of removing illiteracy, whether the people will it or not. The proposals in respect of the 8,691 school-less villages directly militate against this principle.

The effect, therefore, of my colleagues' recommendations will be that *7 years* will be required to bring under compulsion 10,000 villages (this includes City-Municipalities, non-City-Municipalities, and bigger villages); while *10 years* will be required merely to open schools in 8,695 villages, the introduction of compulsion in these being left indefinitely to the chance of time after 10 years, or, subjecting any village, which asks for compulsion, to the most stringent conditions that could possibly be imposed. In short, compulsion is refused where its necessity is paramount.

It appears that my colleagues on the Committee have been swayed by the fear that compulsion, if introduced first into the villages, will be strongly opposed and resented, and that it might lead to serious trouble in the present political conditions. They have, therefore, adopted a cautious policy of gradually introducing it. I believe that their fear is absolutely groundless. In support of this my statement, I would quote their own words. In para. 3, page 12, they say: "With some exceptions the educated witnesses who gave written or oral evidence favoured the introduction of compulsory education, and stated that the opposition which might be met with need not be considered too seriously, as it would rapidly die away. The people themselves are said to realise the need for education, but feel that *sufficient progress cannot be made on a voluntary basis*...We attach considerable importance to the evidence of the large number of cultivators, artisans and members of backward communities, who either appeared before the Committee or gave oral replies to our three questions, which were recorded before two persons, one official and one non-official. Among these witnesses from the Deccan, Konkan and Karnatak, a large majority favoured the introduction of compulsion and said that they and their friends were prepared for the infliction of penalties if they did not send their children to school. A number, however, suggested that girls should be *exempted*. On the other hand, a few cultivators from these areas who appeared before us vehemently protested against any measure of compulsory education, giving as a reason their proverty and the need of their children's earnings. Their difficulties can, to some extent, be met by fixing the school hours and vacations to suit the needs of agriculture. On the whole, it appears that there is a genuine *desire for education among the masses themselves in the* Deccan, Konkan and Karnatak and *that the movement in favour of compulsion is not confined to the leaders of the communities*. We might go even further and say that among the Marathas and some other classes there seems to be a real demand for compulsory education, which they look upon as essential to their social and political progress"

In para. 2, Chapter V, page 21, they say that: "On the other hand, the witnesses from the backward communities urged in forcible terms *that compulsion should be introduced first into the backward localities where the need is greatest.* To begin with City-Municipalities is to 'give food to those already full and to starve the hungry'." Even the leaders of the depressed classes have told the Committee that they "are undoubtedly anxious for the introduction of compulsory education, and realise that it is essential for their well-being and progress. They do not want to be exempted from attendance at school, and some of them go so far as to ask that compulsion should be applied to them even if it is not introduced for other castes." (Para. 8, pages 19 and 20.) When such is the strength of opinion in favour of the introduction of compulsion, it is impossible that I can bring myself to believe that any harm will result or that

system itself will break down, if the villages are brought immediately under compulsion without waiting for an indefinite period for the idea to filter down from the City-Municipalities or other advanced areas.

It has been clearly admitted that "in the Marathi and Kanarese speaking districts the introduction of compulsory education for boys will not meet with serious opposition, and that the people generally are ready for such a measure." (Para. 4, page 13.) So far as Gujarat and Sind are concerned, I do admit that the evidence is not so favourable, but I cannot understand why Deccan and the Karnatak should suffer for the sake of Gujarat and Sind. In my opinion, the best policy would be to introduce compulsion all round throughout the presidency making due provision for the exemption of such villages in Gujarat and Sind, where, after the introduction of compulsion, two-thirds of the total population express in writing their unwillingness for compulsion and where this attitude is satisfactorily proved to be genuine by an independent inquiry specially instituted by the Local authority. Such a provision of exemption will, I consider, remove all doubts and fears of those who think that it is not safe to rouse the opposition of the villagers.

I attach particular importance to the selection of area for commencing the introduction of compulsory education. If finances permit, I would strongly advocate its immediate and universal application. But under the present circumstances this is not possible, and a programme in respect of area and time has to be fixed. My colleagues have no doubt suggested a programme, but unfortunately I have to differ from them in respect of its *details*. These details are of an important nature, and I feel I shall be failing in my duty if I neglect to press my points of difference. My colleagues recommend that a start for compulsion should be made from the City-Municipalities, while I suggest that it should from the villages. My colleagues would take a period of seven years to complete their programme, while I recommend one of five years. My colleague's programme for compulsion covers the case of only 10,000 villages (including towns) out of a total number of 26,730 villages throughout the presidency, while my programme covers 18,696 villages. These are in short the points of difference in respect of time, area, and the start for compulsion. I have already dealt with the reasons which have weighed with my colleagues in recommending that a start should first be made with the City-Municipalities. I have also showed how the 8,696 school-less villages have been neglected and how the programme suggested for these villages directly goes against the very principle of compulsion. Intelligent public opinion and the opinion of those who are going to be directly affected by the introduction of compulsion, including even that of the depressed classes, support strongly my contention that a start should be made from the villages and not from the City-Municipalities. This has been amply borne out by the extracts from the report itself. I now proceed to advance two more reasons why the introduction of compulsion should begin first with the villages: (1) The average man in a town is generally more enlightened and intelligent than the one in a village; and the average man in a village which has already one school at least is more intelligent than one in a village which has got no school at all, nor any other means of enlightenment. It must be admitted therefore that there is already a good deal of difference in respect of average literacy, enlightenment and intelligence between a town, a village with a school, and a village without any school. The programme of my colleagues helps rather to increase this difference than lessen it. I believe that this is not a reasonable and equitable policy, and expediency should suggest that every effort should be made to lessen this difference as early as possible. At least I would let it remain as much as it is at present rather than increase it. Otherwise, the bitterness that already exists between the advanced and backward communities will surely increase, with the result, that all further progress, political, social and economic, will be hampered in a serious manner. (2) My other reason is that ignorance amongst the villagers has been the one stupendous difficulty in the way of all reform in Agriculture, Industry and Sanitation. It has also made the villagers liable to all sorts of petty oppression at the hands of Sawakars, officials and Village Servants. Village agriculturists and artisans have been bent low under the load of indebtedness which has gone on increasing in spite of the efforts which

Government has been making to give relief or to better their condition in various ways. Whether these efforts have been completely successful or not, this is not a place to discuss. But it cannot be denied that efforts are being made. Economic distress is daily growing more and more acute and the palliatives that are at present applied will no longer be able to remedy it. There might be other immediate causes, but the root-cause of all these causes is, in my opinion, the ignorance in which the villagers are completely steeped. No measure that will be adopted to combat this economic distress will prove effective unless this ignorance is removed. Both the Industrial Commission of 1916-18, and the Technical and Industrial Education Committee of 1921-23 have strongly urged the spread of education among the village people since they think that ignorance and conservatism of the villagers are a great obstacle in the way of industrial development. The various agricultural and co-operative conferences have often expressed that progress in their movements has been considerably handicapped for the same reason. When such is the state of things, is it not necessary that we should at once try to kill this devil of ignorance? The programme suggested by my colleagues will not, in my opinion, be helpful to remove the vast mass of illiteracy. At the end of *7 years* after passing the Compulsory Education Act, only 10,000 villages will have been brought under compulsion, while at the end of *10 years*, 8,696 villages will have only a school on a voluntary basis opened in each of them and that too if the villagers are fortunate or plucky enough to satisfy some conditions! We are appointed as a Committee to devise and suggest means for the introduction of compulsory education, since schools on a voluntary basis have proved ineffective to eradicate the evil of illiteracy wherever they have been in existence till now. It is nearly 4 years since the Bombay Primary Education (District Municipalities) Act, 1918, has been passed. This is a permissive measure for introducing compulsory education into the Municipalities. But till now only 5 Municipalities out of 157 in the presidency have introduced compulsion! Financial difficulty may have been one of the reasons for not adopting the compulsory system. But surely all the Municipalities would have gone in for it if the Patel Act had been a compelling measure instead of being a permissive one. These self-governing bodies are admittedly composed of men of superior intelligence and culture, whom it is difficult to find in villages. If the Municipalities require compulsion for introducing the compulsory education, we can very well imagine how much more compulsion is required in the case of villages which contain absolutely such ignorant people as are even unable to understand their own interests. To wait for *10 years*, therefore, simply to open schools on a voluntary basis, is only a waste of time, energy and money. In my opinion it is not to the interests of the advanced classes or the people of the presidency as a whole to keep the villagers thus outside the range of compulsion. The sooner the illiteracy is driven out, the better it is for the country itself. Apart from the fact that these very ignorant people have demanded in no uncertain terms the introduction of a compulsory system, I hold that they must be subjected to it whether they will it or not. As regards Gujarat and Sind, where it is said that the public opinion is not so strong for compulsion, the villages there, as I have already stated above, may be allowed to vote themselves out of programme after a very searching inquiry but on no account should Government themselves or any Local Authority keep them first outside the pale of compulsion and then allow them to come under it after satisfying the most stringent conditions.

As regards the management, I am in favour of creating an independent board, called the District Educational Board with Deputy Educational Inspector as the chief executive officer of the Board. All the present powers of management and control which the Municipalities and Local Boards now possess should be taken away from them. But some representatives of these local self-governing bodies should be appointed upon the District Educational Board which should have larger powers than those at present enjoyed by the Municipalities. As I have already stated, elementary education is a matter of supreme national importance and ought to be under the sole control of an independent popular body specially created for the purpose instead of under the control of a body which has got multifarious duties to attend to and whose members are not

chosen solely from an educational point of view. This suggestion for the creation of an independent educational board should not be taken to mean that I have been prompted with a desire to deprive the local self-governing bodies of one of their important functions. On the contrary, I am one of those who hold that the dignity and the importance of their functions should not only be maintained but on the contrary should be increased. What they lose as a result of my proposal, may be replaced by something else in another direction. Nor do I intend to take away primary education from popular control and hand it over completely into the hands of an uncontrolled Government. Primary education is a transferred subject under new Reforms, entirely subject to popular will. If this will is well organised and effectively used, people will have everything in their own way. But over and above this, there will be a district board almost entirely non-official, and fully representative of the local people of each district. Besides, I recommend that this Board should have some larger and more independent powers than those possessed by the Municipalities The schools are at present under a dual control and there is always a quarrel between Government on the one hand and a Municipality or a Local Board, or the Punch on the other. Much time is wasted in these quarrels, and the teachers are always anxious not to devote their energy and time to educational work but to devote them to please this or that authority. Besides teachers have many times suffered for no fault of theirs on account of their quarrels between the Educational Department and the local body. In order to avoid all these troubles of dual control and also to ensure proper attention being paid to the educational work, I recommend an independent popular body to take charge of the primary education in the District.

Respecting finances. I propose that the expenditure upon primary education should be a direct charge upon the general revenues of Government supplemented by proportionate contributions from Municipalities and Local Boards. Primary education is already a very expensive thing and is bound to be still more so if compulsion is introduced. In course of time many improvements will have to be effected and these improvements must again mean a heavy expense. I do not think that Municipalities and Local Boards are, or will be, in a position to meet such additional expenditure. Already they are complaining that their educational budgets have gone too high, that nearly three-fourths of their income are being spent upon primary education alone, and that their other legitimate functions have considerably suffered for want of funds. Improvement and development of roads, sanitary work, supply of good water, drainage, provision for adequate lighting, &c., have all been held up. Some of the Municipalities have already taxed themselves to their utmost capacity; and are still unable to raise adequate funds. Even supposing that there is room for additional taxation, we know that, human nature being what it is, few Municipalities or Local Boards will of their own accord tax themselves any more. Instead of leaving this question of finances to the whims and caprices of the local bodies in the case of such an important thing as primary education, I would recommend that its expenditure should be met by Government levying such percentages of contribution from Local Bodies as are reasonable and adequate. My other reason for this proposal is that I consider the removal of illiteracy not only of equal importance but even of more importance than the maintenance of law and order, and it is for this reason, that the present expenditure upon maintenance of law and order which has been growing considerably, will surely be reduced in an appreciable manner if the people become literate and are thus enable to understand their respective rights and responsibilities as citizens of a civilised nation. I am of opinion that, with the spread of education, there will be a substantial decrease in crime of every kind, and the measures to prevent and check these will also be proportionately less costly. If therefore the maintenance of law and order is cosidered to be the prime duty of Government, I hold that there is much more reason to regard in the same light the spread of primary education. Hence, if the cost of maintaining law and order is a charge upon the general revenues of Government, the costs of primary education should necessarily be the first charge upon them.

In the matter of taxation, I am in favour of any kind of taxation except that on land, which I hold is already very heavily taxed. The taxation of land

has unfortunately become a controversial question and I do not intend to discuss it here. I would only point out that if the opinion of the agriculturists is to be respected at all, then there should be no increase in the cess. Any increase in it will surely be resented, and although the poor agriculturists will not at present be able to offer an organised opposition against the increase, bitter discontent will be their growing strength in a silent manner during these times of acute economic distress and will burst forth at any time and in any form whenever it will find an outlet. I do hope that the absence of opposition should not be misunderstood by responsible people.

As regards the girls, I would propose that they should, for financial reasons, be provided with education on a voluntary basis as is done at present and when the programme of compulsion for boys is completed, then compulsion for girls should be introduced.

In accordance with the observations made above, I shall proceed to state my definite recommendations. These will refer to the main points of difference only. It should be noted that I have omitted from consideration the case of those villages where population is less than 250, where schools are not likely to be started, and, even if started, are not likely to flourish. The expenditure proposed is additional to what is being already spent upon primary education, and should be taken to be only approximate.

Recommendations

1. Compulsory primary education should be introduced for boys only in the first instance and when all the boys of the school-going age are once brought under compulsion, then it should be made applicable for girls as well.

2. All the boys of school-going age should be brought under compulsion within a period of 5 years.

3. The additional number of boys of the school-going age that will have to be provided for and additional expenses that will have to be incurred during the first 5 years is shown in Appendix IX (Boys).

4. The introduction of compulsory education should begin in the following order :—

1st—villages,

2nd—areas under non-City-Municipalities,

3rd—areas under City-Municipalities.

5. The revenue administrative division, known as the " Taluka " should be the unit for the purpose of introducing the compulsory education ; and one-fifth boys of the school-going age therein should be brought under compulsion every year, so that, within 5 years every Taluka in the presidency will completely come under the compulsory system so far the boys are concerned.

6. In the case of Gujarat and Sind, compulsory education should be introduced in the first instance on the lines stated above ; but if three-fourths of the pepole in any village of these provinces express in writing their unwillingness for it to the District Educational Board, and if, after special inquiry by the Board, the Board is convinced of the genuineness of the feeling, and if after every effort is made by the Board to induce the villagers to submit to compulsory education, they still refuse to accept it, then its application may for one year only be postponed ; and after that period is over, another effort should be made to secure the consent of the villagers. In no case, whether the villagers agree are not, should the application of compulsion be delayed for more than two years in any village after it has been introduced in the area according to the programme.

7. The management and control of the schools in the District should be vested in a Board called the District Educational Board with the Deputy Educational Inspector as its executive officer. The Board should consist of—

(*a*) Representatives of the Municipalities in the district,

(*b*) Representatives of the District Local Board.

(*c*) Non-official gentlemen in the district who are known to take interest in primary education.

(*d*) Representatives of important minorities.

(*e*) Representatives of the depressed classes.

(*f*) Sub-Divisional officers of the Revenue Department.

In (*a*), (*b*), (*c*), and (*d*), the members should at least be Matriculates ; and in (*e*) they should have at least studied up to Vernacular V Standard.

8. The powers of the Board should be wider than those now exercised by the Municipalities. Rules regarding the use of these powers, the duties of the Executive Officer, his relations with the Board, and relations of the Board with Government, should be framed by the Educational Department and submitted to the Legislative Council for sanction.

9. So far as primary education is concerned, the village Panchayats shall be subordinate to the Board, and where they do not exist, school Panchayats should be created by the Board. Both these Panchayats should carry out such work as is entrusted to them by the Board. Rules should be framed assigning definite duties to the Panchayats.

10. The village authorities should prepare every year a list of children of school-going age in the village and send one copy of it to the Executive Officer of the Board, and another copy to the Head Master of each school in that village.

11. The Head Master should maintain an Age Register showing—

(*a*) the names of the children of school-going age together with the names and addresses of their parents or guardians,

(*b*) the dates of commencement and termination of the school-going age of each child, and

(*c*) the reasons for exemption if a child has been exempted.

12. Officers called Attendance Officers should be appointed by the Board to enforce compulsion upon the boys of the school-going age ; each of these officers should be in charge of not less than 50 villages in a Taluka.

13. The Head Master of a primary school, or an Attendance Officer of the beat should have power to lodge complaints before the Panchayat in all cases of non-compliance with the Compulsory Education Act or any rules made thereunder.

14. Fines levied by the Panchayat under the Compulsory Education Act should be recovered by the Revenue Authorities in the same manner as is done in the case of revenue dues.

15. The Panchayat can, upon information received by it, take action under the Compulsory Education Act without waiting for a formal complaint being lodged whenever circumstances demand such a course.

16. All Officers of the Educational Department, not below the rank of an Assistant Deputy Educational Inspector, and all officers of other Departments, not below the rank of an officer in the Provincial Service, should make it a point to visit school or schools in a village whenever they happen to go to it in their official capacity, note down all cases of irregularities and mistakes in respect of attendance in a book specially kept for the purpose, and report them to the Executive Officer of the Board.

17. The children of the depressed classes should be admitted to the ordinary schools, arrangements for their sitting being made in accordance with the decision arrived at after a joint consultation between the Panchayat, Head Master, and the leading members of the depressed classes. In cases where an amicable settlement is not possible, the decision of the District Educational Board should be final.

18. Girls on a voluntary basis should be admitted without any restriction whatsoever.

19. The District Educational Board should, after consulting the Panchayats under its charge, fix the hours and vacations of the schools so as to suit the villagers in the respective areas.

20. Teachers should, as far as possible, be drawn from the classes or communities, who form the major portion of the population in any particular area.

21. No fees should be charged.

22. In all cases where applications are made to the Panchayats by the villagers showing their inability, slates and a few necessary books should be supplied to their children.

23. Every Municipality in the District, and every District Local Board, must give contributions to Government which will be fixed in each case by the District Educational Board and which will in no case exceed 20 per cent. in the case of Municipalities and 10 per cent. in the case of District Local Boards, of the total annual expenditure upon compulsory education in their respective areas. Government must be given by legislation adequate powers to enforce compliance in this respect.

These are my main recommendations. I have attached herewith appendices to explain various items and their expenses. The annual cost of educating each pupil and the annual cost of training a teacher have been taken by my colleagues at very high figures. My calculations will show that these figures are not justifiable, since they take into account high salaries of senior teachers and 2nd and 3rd year trained men in the existing full primary school of 7 Standards, and also of highly paid Provincial Service men in the Training Colleges. I hold that such men are not wanted in the case of compulsory education. Although I have taken all possible care, it is just possible that there might have been some mistakes in my calculations. However, I hold that the additional expenditure, if compulsion is introduced, need not be so high as some unnecessarily suppose it to be.

As I desire that all expenditure upon primary education should be a direct charge upon the general revenues of Government, I am against earmarking revenues yielded by particular kinds of taxation or cess for the primary education. Such hypothecation of revenues is also believed to be against the principles of sound finance.

I am not in favour of building immediately school-houses. The school may be housed in any rented building, or a non-religious Dharmashala, or a Chavadi. I would rather avoid temples, since I have recommended the doors of the school-houses to be thrown open to children of the depressed classes. In case it is impossible to get any one of the above-mentioned buildings, I would recommend a half-walled but completely roofed hut which, I do not think, would cost a great amount, especially in villages, where if some tact, kind words, and polite conduct, are employed, much material and labour can be got free. I know from my experience of the Belgaum District that much work in sanitation and road-making in several villages has been done in this way.

APPENDIX I.

Census figures for 1921.

	Males.	Females.	Total.
British Districts in the Bombay Presidency ...	10,138,575	9,153,144	19,291,719
Bombay City ...	771,332	404,582	1,175,914
Bombay Suburban Division ...	88,387	64,453	152,840
Sind ...	1,837,265	1,442,112	3,279,377
Total population in the British Districts of the Presidency excluding Bombay City and its Subarban Division.	9,278,856	8,684,109	17,962,965
Total population in the British Districts of the Presidency excluding Bombay City, its Subarban Division, and Sind.	7,441,591	7,241,997	14,683,588

Total number of towns and villages in the whole of the Presidency	...	26,730
Number of 'towns' with 5,000 population	...	202
Number of 'villages'	...	26,528
Towns and villages with schools	...	10,000
Villages without schools	...	16,730
Of these 16,730 villages without schools—		
Number of villages with a population over 1,000	...	250
Do. do. do. between 500 and 1,000	...	2,490
Do. do. do. do. 250 and 500	...	5,956
Do. do. do. less than 250	...	8,034

It is considered that in villages with less than 250 population the starting of schools is doubtful, and even if started, there is no likelihood of their successful working. Chances are that such schools will not flourish. They require a separate consideration. Such villages are mostly to be found in Sind. So then we have:—

Villages which have already got schools	...	10,000
Villages where schools can be successfully started	...	8,696
Villages whose population is less than 250 and where schools even if started cannot flourish.		8,034
Total	...	26,730

APPENDIX II.

ie total number of pupils of the school-going age is arrived at.

	Males.	Females.	Total.
(*a*) Total population in the British Districts of the Presidency excluding Bombay City and its Suburban Division.	9,278,856	8,684,109	17,962,965
(*b*) Total population in the above of villages of less than 250 persons where schools are not likely to flourish.	520,000	493,000	1,013,000
If (*b*) is deducted from (*a*), the population is ...	8,758,856	8,191,109	16,949,965
(In round figures) ...	8,760,000	8,200,000	16,960,000
(*c*) At 12½ per cent. of the population, the No. of pupils of the school-going age under compulsory system is.	*1,095,000*	*1,025,000*	*2,120,000*
(*d*) No. of pupils of the school-going age already receiving instruction in the existing schools.	*600,000*	*160,000*	*760,000*
	(deducting	(*d*) from (*c*)	
(*e*) No. of pupils of the school-going age for whom instruction is to be porvided.	495,000	865,000	1,360,000
(*f*) No. of pupils of the school-going age in villages of less than 250 persons at 12½ per cent.	65,000	62,000	127,500

APPENDIX III.

Annual cost of educating one pupil.

It is assumed that the maximum strength of a normal class should be 30 pupils--

One teacher with an average monthly pay of Rs. 20 (Rs. 20 × 12 months)	...	Rs. 240
Rent of the school-house at Rs. 2 per month (Rs. 2 × 12 months)	...	„ 24
Contingency at Re. 1 per month (Re. 1 × 12 months)	...	„ 12
Supply of materials such as slates, books, &c., per pupil annually at Re. 1 each for 30 pupils	...	„ 30
Annual cost of inspection at Re. 1 per pupil for 30 pupils	...	„ 30
Total Rs.	...	336

It will thus be seen that for a class of 30 pupils the annual expenditure (recurring) is estimated to be Rs. 336; that is to say, it will be about Rs. 11-3-3. *I have therefore taken Rs. 12 as the annual recurring expenditure of educating one pupil.*

APPENDIX IV.

Cost of training a teacher.

Two kinds of teachers may be employed in primary schools under the compulsory system. They are:—(1) Pupil teachers, and (2) ordinary 1st year trained teachers. There are at present no pupil teachers but these should now be introduced as they will be less costly and quite competent to teach the three Rs. This suggestion of employing the pupil teachers is not made for the purpose of providing a cheap agency, but because they are quite fit for the task in view of the experience gained in England, and also because their service as pupil teachers should entitle them to be admitted into the ordinary Training Colleges for receiving a more systematic and scientific knowledge of the art teaching. At present most of the students in Training Colléges are admitted promiscuously after passing the Vernacular Final Examination. This method of admission should be discontinued, and only the pupil teachers that have put in a satisfactory service of two years should be sent to the Training Colleges for receiving a higher course of training. The system will have this advantage that pupil teachers will have good prospects before them and will therefore work more conscientiously, and secondly, the Department will have an opportunity of observing their work and will thus have a good field for selecting and sending for a higher course of training such of them as have a natural tendency and competence for the work of teaching. On these grounds I would suggest the institution of the system of pupil teachers. Now, as regards the *cost of training these pupil teachers* I do not think any extra expenditure is needed, and, even if needed, it will be only a very small amount. An elementary course of practical instructions may conveniently be incorporated in the present curriculum of VI and VII standards of a full primary school, which usually contains two or three experienced 3rd year trained teachers and these teachers may be entrusted with the task of giving practical lessons in the art of teaching. Still it would be safe to expect and provide for some expenditure. I would therefore provide *Re. 1 as the cost of training one pupil teacher.* In all 22,667 pupil teachers will be needed (*vide* Appendix VI), and according to the programme of 5 years, 4,533 pupil teachers will have to be trained every year for a period of 5 years. As the cost of training each pupil teacher is fixed at Re. 1 annually, Rs. 4,533 will be required every year for the first 5 years.

As regards the cost of training the ordinary 1st year trained teachers, I would *fix it at Rs. 50 annually per teacher.* My conclusion is based upon the following considerations:—

From the Subsidiary Form No. 6 of the Supplement (page 53) to the Report on Public Instruction for 1919-20 I take these figures, *viz.*,

Name of the School.	No. of pupils.	Annual cost of educating each pupil. Rs. a. p.
Government Training School, Sholapur ...	50	70 12 0
Do. do. do. Jalgaon ...	50	62 1 0
Do. do. do. Godhra ...	48	41 0 0
Do. do. do. Surat ...	52	77 0 0
Do. do. do. Karwar ...	50	56 6 0
Do. do. do. Ratnagiri ...	49	68 4 0

These 6 Government Training Schools give an average of Rs. 62-9-2 as the annual cost of educating each pupil. But I hold that this cost can considerably be lowered if experienced 3rd year trained teachers of about 15 years' standing are employed in these training schools in the place of graduate teachers employed for the purposes of secondary education. The graduate teachers know vernacular little beyond what they have learnt in the IV standard of a primary school; even the little grammar they might have learnt there by rote is generally forgotten by the time they become graduates. To employ these highly-paid men, who are comparatively ignorant of their vernaculars, for training the vernacular teachers is not only an act of injustice to the vernacular education itself but also is a waste of public money. The practice of employing graduate teachers in district training schools should be stopped immediately and their place should be taken up by experienced 3rd year trained men. Pandits learned in vernaculars may also be advantageously employed in these training schools. Expenditure can thus be reduced without loss of efficiency. On these considerations *I take Rs. 50 as quite sufficient for training one teacher.* In the Supplement to the Report on Public Instruction, referred to above, there are some schools where the cost of training a teacher is prohibitively high; for example, in the Training College for Men, Poona, it amounts to Rs. 319-9-0, in the Training School,

Dhulia, it is Rs. 245-11-0, in the Training School, Shikarpur, it is Rs. 248-1-0. These high figures are absolutely out of account as they are mainly due to the heavy salaries of the staff employed.

Now the number of 1st year trained teachers that will be required is shown in Appendix VI to be 22,657. According to the programme of 5 years, 4,533 teachers will have to be trained every year. At the rate of Rs. 50 as the cost of training each teacher, the expenditure on training 4,533 teachers per year for the first 5 years will be Rs. 2,26,650.

(*See* Appendix VII.)

APPENDIX V.

Average monthly pay of a teacher in a primary school under compulsory education system.

Class.	Teacher.	Monthly pay.
		Rs.
Infant Class, 1st standard ...	1 Pupil teacher* ...	15
II standard ...	1 Do.* ...	15
III standard ...	1 First year trained teacher...	25
IV standard ...	1 Do. do. ...	25

* What is meant by a "Pupil teacher" is explained in Appendix VI.

The total monthly pay of these 4 teachers amounts to Rs. 80 and this gives us an average monthly pay of *Rs. 20 per teacher.*

Proportion of Pupil teachers and 1st Year trained teachers.

A primary school under compulsory education system consists, as is evident from the above Table, of 5 standards including the Infant Class, and the services of 4 teachers will have to be employed. Of these 4 teachers, two will be Pupil teachers and the remaining two will be 1st Year trained teachers. So, under the compulsory education system of the total number of teachers required for the purpose of introducing compulsory primary education, *half will be Pupil teachers* and *the remaining half will be 1st Year trained teachers.*

APPENDIX VI.

Number of teachers required.

The draft report contemplates 1 teacher for 35 pupils. My view is that the maximum number of pupils under 1 teacher should not exceed 30. So the following figures are calculated upon the basis of 1 teacher for 30 pupils.

From Appendix II it will be seen that there are 495,000 boys, 865,000 girls, making a total of 1,360,000 pupils in all, who are to be provided for with primary education. Now on the basis of 1 teacher for 30 pupils, the number of teachers required will be :— 16,500 for boys, 28,834 for girls, in all 45,334 teachers both for boys and girls. If the programme is to be spread over a period of 5 years, then the number of teachers that will be required every year will be :—3,300 for boys, 5,767 for girls, in all 9,067 both for boys and girls.

As has been explained in Appendix V, half the total number of teachers will be pupil teachers and the remaining half will be 1st Year trained teachers. Accordingly we get—

(*a*)	Pupil teachers will be	... 22,667
(*b*)	1st Year trained teachers will b	... 22,667
	Total number of teachers	... 45,334

Now, *under the programme of 5 years*, the number of two kinds of teachers required every year will be :—

(*c*)	Pupil teachers	... 4,533
(*d*)	1st Year trained teachers	... 4,533
	Total number of teachers	... 9,066

The two kinds of the total number of teachers for boys and girls respectively will be :—

(*a*)	Pupil teachers for boys...	8,250	(*b*)	1st Year trained teachers—	
	Do. girls...	14,417		for boys	... 8,250
	Total pupil teachers	... 22,667		for girls	... 14,417
					22,667

Under the programme of 5 years the number of two kinds of teachers required every year for boys and girls respectively will be :—

(*c*)	Pupil Teachers for boys	... 1,650
	Do. girls	... 2,883
	Total Pupil teachers	... 4,533

(*d*)	1st Year trained teachers for boys	... 1,650
	Do. girls	... 2,883
	Total 1st Year trained teachers	... 4,533

APPENDIX VII.

Total expense of training the teachers (1) for both boys and girls, (2) and separately for boys and for girls.

Total number of teachers required		...	Rs. 45,334
Number of Pupil teachers (*vide* Appendix VI)	... Rs. 22,667		
Number of 1st year trained teachers (*vide* Appendix VI)	... „ 22,667		
	... „ 45,334		

2. Total expense of training the teachers:—

(*a*) Pupil teachers ...	22,667 × Re. 1	...	Rs. 22,667
(*b*) 1st Year trained teachers ...	22,667 × Rs. 50	...	„ 11,33,350
		Total ...	Rs. 11,56,017

3. Details of (*a*) for boys and girls:—

Cost of training Pupil teachers:—

for boys ...	8,250 × Re. 1 (*vide* Appendix IV)	...	Rs. 8,250
for girls ...	14,417 × Re. 1 (Appendix IV)	...	„ 14,417
		Total ...	Rs 22,667

Details of (*b*) for boys and girls:—

Cost of training 1st Year trained teachers—

for boys No. of teachers ...	8,250 × Rs. 50	...	Rs. 4,12,500
for girls, do. ...	14,417 × Rs. 50 (Appendix IV)	...	„ 7,20,850
		Total ...	Rs. 11,33,350

4. Cost of training teachers for boys only:—

Pupil teachers (8,250 × Re. 1)		...	Rs. 8,250
Trained teachers (8,250 × Rs. 50)		...	„ 4,12,500
		Total ...	Rs. 4,20,750

Cost of training teachers for girls only:—

Pupil teachers (14,417 × Re. 1)		...	Rs. 14,417
Trained teachers (14,417 × Rs. 50)		...	„ 7,20,850
		Total ...	Rs. 7,35,267

These are figures if the scheme for the compulsory education is to be put into operation all at once, but as it is to be completed within *five years*, the following are the figures for *every year during the period of first five years*:—

Of the total number of 45,334 teachers, 9,066 teachers will have to be trained *every year*. Of these 9,066 teachers, 4,533 will be Pupil teachers and the remaining 4,533 will be 1st Year trained teachers. So the total cost of training these teachers will be:—

4,533 Pupil teachers × Re. 1	...	Rs. 4,533
4,533 1st Year trained teachers × Rs. 50	...	„ 2,26,650
	Total ...	Rs. 2,31,183

Of 4,533 teachers, 1,650 will be needed for boys and 2,883 for girls (Appendix VI). So the cost of training both the Pupil teachers and 1st Year trained teachers will be:—

For boys:—

1,650 Pupil teachers × Re. 1	...	Rs. 1,650
1,650 trained teachers × Rs. 50	...	,, 82,500
3,300	Total ...	Rs. 84,150

For girls, it will be:—

2,883 Pupil teachers × Re. 1	...	Rs. 2,883
2,883 trained teachers × Rs. 50	...	,, 1,44,150
5,766	Total ...	Rs. 1,47,033

APPENDIX VIII.

Non-recurring (equipment) expenditure for a class of 30 boys.

Article.		Amount.
1 Small table	...	Rs. 15
1 Chair	...	,, 6
1 Box	...	,, 5
1 Blackboard	...	,, 10
Pictures, maps, &c.	...	,, 20
Extra	...	,, 4
	Total ...	Rs. 60

This shows that Rs. 30 are necessary for a class of 60 pupils; that is to say, *Rs. 2 are needed per pupil.*

APPENDIX IX.

(1) *Total Annual Expenditure for 13,60,000 pupils for the first 5 years.*

[Boys and Girls.]

Year.	Pupils.	Cost of educating at Rs. 21 * per pupil.	No. of pupil and ordinary teachers.†	Cost of training both the pupil and ordinary teachers. ‡	Non-recurring cost for the 1st 5 years (§) (equipment).	Total expenditure (cols. 3, 5, 6).
1	2	3	4	5	6	7
		Rs.		Rs.	Rs.	Rs.
1st ...	272,000	32,64,000	9,066	2,31,183	5,44,000	40,39,183
2nd ...	544,000	65,28,000	9,066	2,31,183	5,44,000	73,03,183
3rd ...	816,000	97,92,000	9,066	2,31,183	5,44,000	1,05,67,183
4th ...	1,088,000	1,30,56,000	9,066	2,31,183	5,44,000	1,38,31,183
5th ...	1,360,000	1,63,20,000	9,066	2,31,183	5,44,000	1,70,95,183
6th ...	1,360,000	1,63,20,000	9,066	2,31,183	Nil.	1,65,51,183

* *Vide* Appendix III. † *Vide* Appendix VI. ‡ *Vide* Appendix VII. § *Vide* Appendix VIII.

So the probable expenditure for each successive year after the 5th year of commencement will be about Rs. 1,65,51,183, or in round figures, Rs. 1,70,00,000, if all the 1,360,000 pupils, that is, all the *boys and girls* are simultaneously brought under the compulsory system.

[Boys.]

(2) *If compulsion is applied to* boys alone *in the first instance, then the expenditure will be as under :—*

No. of boys 4,95,000, their cost of educating at Rs. 12 each	Rs. 59,40,000
No. of teachers 16,500, their cost of training (*vide* Appendix VII)	Rs. 4,20,750
Non-recurring cost at Rs. 2 per boy (495,000 boys × Rs. 2)	Rs. 9,90,000

(*Vide* Appendix VIII.)

Under a programme of 5 years, the annual expenses will be :—

Total Annual Expenditure for 495,000 boys for the first 5 years:—

Year.	Boys.	Cost of educating at Rs. 12 per boy (*a*).	No. of pupil and ordinary teachers. (*b*).	Cost of training both the pupil and ordinary teachers. (*c*).	Non-recurring (equipment) cost for the first five years. (*d*).	Total expenditure, cols. 3, 5 and 6.
1	2	3	4	5	6	7
		Rs.		Rs.	Rs.	Rs.
1st ...	99,000	11,88,000	3,300	84,150	1,98,000	14,60,150
2nd ...	198,000	23,76,000	3,300	84,150	1,98,000	26,58,150
3rd ...	287,000	34,44,000	3,300	84,150	1,98,000	37,26,150
4th ...	396,000	47,52,000	3,300	84,150	1,98,000	50,34,150
5th ...	495,000	59,40,000	3,300	84,150	1,98,000	62,22,150
6th ...	495,000	59,40,000	3,300	84,150	Nil.	60,24,150

(*a*) *Vide* Appendix III. (*b*) *Vide* Appendix VI. (*c*) *Vide* Appendix VII. (*d*) *Vide* Appendix VIII.

So the probable expenditure for each successive year after the 5th year of commencement will be about Rs. 60,24,150, or in round figures, Rs. 61,00,000, if *boys alone* are separately brought under compulsion in a *programme of 5 years*.

As regards the programme for girls, *see* next page.

(3) *Total Annual Expenditure for 865,000* girls *under a* programme of 5 years.

[Girls.]

[There are 865,000 girls to be provided for (*vide* Appendix II).]

Year.	Girls.	Cost of educating at Rs. 12 per girl.	No. of pupil and ordinary teachers.	Cost of training both the pupil and ordinary teachers.	Non-recurring cost for the 1st 5 years (equipment).	Total expenditure (cols. 3, 5 & 6).
1	2	3	4	5	6	7
		Rs.		Rs.	Rs.	Rs.
1st ...	173,000	20,76,000	5,766	1,47,150	3,46,000	25,69,150
2nd ...	346,000	41,52,000	5,766	1,47,150	3,46,000	46,45,150
3rd ...	519,000	62,28,000	5,766	1,47,150	3,46,000	67,21,150
4th ...	692,000	83,04,000	5,766	1,47,150	3,46,000	87,97,150
5th ...	865,000	1,03,80,000	5,766	1,47,150	3,46,000	1,08,73,150
6th ...	865,000	1,03,80,000	5,766	1,47,150	Nil.	1,05,27,150

So the probable expenditure for each successive year after the 5th year of commencement will be about Rs. 1,05,27,150, or in round figures Rs. *1,00,00,000*, if girls are separately brought under compulsion in a programme of 5 years.

Note on Compulsory Primary Education by Mr. Ghulam-Husain Kassim.

I am in agreement with the general remarks of Mr. Pahalajani about the geographical conditions of Sind and its special features in regard to the Educational condition of the province. I disagree with him on the question of Mulla schools. While it is generally believed that these maktabs have not made any headway and have contributed but little to the educational advancement of rural areas, they are in a conservative province like Sind, necessary in so far as they contribute not a little to the disarming of popular prejudice against education by pondering to the popular desire for religious instruction. I therefore believe that they should be tolerated, however inefficient they may be, provided certain necessary conditions are fulfilled. For instance—

(1) the qualification of each teacher in a Mulla school should not be lower than a certificate of standard VI of the ordinary vernacular course,

(2) that they should not be recognized as approved schools when there is a population of 1,000 and over or where Local Board or Municipal schools exist,

(3) that their control should be transferred to the local bodies which are being constituted under the compulsory system, who should control and pay grants as the Government should reimburse such bodies for what is spent by them on grants, and

(4) that the Mulla system should receive such recognition for only 3 years.

It is generally known that sometime at the end of 1921 a conference of some educational officers was held in Larkhana—and this is referred to in Mr. Pahalajani's note—for remodelling the Mulla system, and I think it will help the Legislative Council to arrive at definite conclusions on this point if the full proceedings of that meeting -not only the suggestions embodied in the resolutions passed—are published and attached to the report.

While I agree with Mr. Pahalajani that the period for introduction of compulsion should be $1\frac{1}{2}$ times of that for the presidency, I believe that in Municipal areas it should be as much both for girls and boys. As regards compulsion in Local Board limits and Mohaalla schools I agree with him.

Age Limit.

In my opinion it should be 6 to 11: but the present option of voluntary admission after 4 should not be withdrawn. If it is, then the age limit should necessarily be 5 to 10.

Finace for Cumpulsory Primary Education.

Vigorous retrenchment should be resorted to. The present taxation is very burdensome and no further taxation should be resorted to until all possible avenues are exploited and exhausted. Retrenchment is the means which should be had recourse to and pruning knife should be fully applied to the satisfaction of the Legislative Council and when there is still need for more money then and then only should further taxation be thought of.

I am opposed to suggestions for additional sources of revenue Nos. 1, 5, 10. As regards 9, this will weigh heavily upon the zamindars, whose capacity to pay is limited, and who are generally in a chronic state of indebtedness.

Contributions of Local Authorities.

I agree with that part of the recommendations which relates to Municipalities. But in regard to District Local Boards, I am strongly of opinion that Government should contribute all the money over and above the present contributions of the District Local Boards, from the savings which they may make by retrenchment and from the additional revenues which they may hereafter raise.

Pension or Provident Fund for School Masters.

No further investigation of this matter appears to be necessary. Provided Fund is recognized to be more desirable and useful and this should be instituted not only in the case of new entrants but also in the case of those of the present teachers who elect to come under it. In their case the pension contribution standing to their credit should be transferred to the local bodies and paid to the masters or their families when the necessary conditions arise. As it is, a rough estimate made by me shows that Government is actually making a net income of about one lakh of rupees every year from Sind alone on the Pension contribution transaction.

Pay of Teachers.

In Sind the rates of pay proposed to be adopted are certainly inadequate. I think the following maximum rates are not too high:—

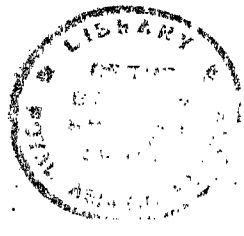
1st year	...Rs. 75.
2nd year	...Rs. 100.
3rd year	...Rs. 125.

I am disposed to think that limiting the number of 2nd and 3rd Year trained masters will be a step in the wrong direction. It will give rise to an amount of discontent, will keep out respectable and proper type of man from enlisting as teachers and thus lead to inefficiency and the continuance of the bad conditions of the past.

What I would suggest is that a fairly high percentage of marks should be fixed entitling a man for promotion to the higher class. This will secure us intelligent, well-behaved and steady recruits, both for the training college and the schools' staff and will ensure a high efficiency.

Generally speaking the Government control which is proposed to be imposed upon the educational system is very strict and rigid and the local bodies will work only within the limit which will be laid down by Government.

There will hardly be any exercise of discretion and I think therefore that a body of men with a liberal outlook on life and composed of the members of the Legislative Council and the outside public, both official and non-official, may be appointed to work out the details of Government control.



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